

PATHWAY TO CHANGE? AN APPRAISAL OF THE AUSTRALIAN  
DEFENCE FORCE'S STRATEGY FOR CULTURAL CHANGE

A thesis presented to the Faculty of the U.S. Army  
Command and General Staff College in partial  
fulfillment of the requirements for the  
degree

MASTER OF MILITARY ART AND SCIENCE  
Art of War Scholars

by

JAMES M. B. SMITH, MAJOR, AUSTRALIAN ARMY  
B.A., University of New South Wales, Australia, 2002

Fort Leavenworth, Kansas  
2013-02

Approved for public release; distribution is unlimited.

REPORT DOCUMENTATION PAGE				Form Approved OMB No. 0704-0188	
Public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing this collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden to Department of Defense, Washington Headquarters Services, Directorate for Information Operations and Reports (0704-0188), 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to any penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number. <b>PLEASE DO NOT RETURN YOUR FORM TO THE ABOVE ADDRESS.</b>					
1. REPORT DATE (DD-MM-YYYY) 13-12-2013		2. REPORT TYPE Master's Thesis		3. DATES COVERED (From - To) FEB 2013 – DEC 2013	
4. TITLE AND SUBTITLE  Pathway to Change? An Appraisal of the Australian Defence Force's Strategy for Cultural Change				5a. CONTRACT NUMBER	
				5b. GRANT NUMBER	
				5c. PROGRAM ELEMENT NUMBER	
6. AUTHOR(S)  Major James M. B. Smith, Austrlian Army				5d. PROJECT NUMBER	
				5e. TASK NUMBER	
				5f. WORK UNIT NUMBER	
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) U.S. Army Command and General Staff College ATTN: ATZL-SWD-GD Fort Leavenworth, KS 66027-2301				8. PERFORMING ORG REPORT NUMBER	
9. SPONSORING / MONITORING AGENCY NAME(S) AND ADDRESS(ES)				10. SPONSOR/MONITOR'S ACRONYM(S)	
				11. SPONSOR/MONITOR'S REPORT NUMBER(S)	
12. DISTRIBUTION / AVAILABILITY STATEMENT Approved for Public Release; Distribution is Unlimited					
13. SUPPLEMENTARY NOTES					
14. ABSTRACT  In March 2012, the Australian Defence Force released <i>Pathway to Change: Evolving Defence Culture</i> , a 5-year program designed to tackle the organization's cultural challenges. <i>Pathway to Change</i> claims that previous attempts to improve Defence culture did not achieve the necessary changes to end endemic unethical behavior, as predominantly bureaucratic reforms were identified and implemented that failed to address underlying cultural issues.  Leading experts on cultural change attest that both the formal and informal elements of an organization's culture must be addressed to realize lasting change, and that a systems-based approach provides a proven means of achieving such change. This thesis investigates if <i>Pathway to Change</i> —the current cultural change program of the Australian Defence Force—effectively adopts such an approach. In doing so, it offers an appraisal of the likely effectiveness of the <i>Pathway to Change</i> program. It concludes by offering recommendations to improve the implementation of the Australian Defence Force's cultural change agenda.					
15. SUBJECT TERMS Australian Defence Force, Culture Change, Military Culture, Australian Military Culture, Ethical Culture, Informal Culture, Pathway to Change, Australian Profession of Arms; soft systems methodology, Systems-based approach					
16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT  (U)	18. NUMBER OF PAGES  99	19a. NAME OF RESPONSIBLE PERSON
a. REPORT (U)	b. ABSTRACT (U)	c. THIS PAGE (U)			19b. PHONE NUMBER (include area code)

Standard Form 298 (Rev. 8-98)  
Prescribed by ANSI Std. Z39.18

MASTER OF MILITARY ART AND SCIENCE

THESIS APPROVAL PAGE

Name of Candidate: Major James M. B. Smith, Australian Army

Thesis Title: Pathway to Change? An Appraisal of the Australian Defence Force's  
Strategy for Cultural Change

Approved by:

\_\_\_\_\_, Thesis Committee Chair  
LTCOL Jason D. Ross, M.M.A.S.

\_\_\_\_\_, Member  
Kenneth E. Long, Ph.D.

\_\_\_\_\_, Member  
LTC Leonard L. Lira, M.A., M.P.A.

Accepted this 13th day of December 2013 by:

\_\_\_\_\_, Director, Graduate Degree Programs  
Robert F. Baumann, Ph.D.

The opinions and conclusions expressed herein are those of the student author and do not necessarily represent the views of the U.S. Army Command and General Staff College or any other governmental agency. (References to this study should include the foregoing statement.)

## ABSTRACT

PATHWAY TO CHANGE? AN APPRAISAL OF THE AUSTRALIAN DEFENCE FORCE'S STRATEGY FOR CULTURAL CHANGE, by Major James M. B. SMITH, 99 pages.

In March 2012, the Australian Defence Force released *Pathway to Change: Evolving Defence Culture*, a 5-year program designed to tackle the organization's cultural challenges. *Pathway to Change* claims that previous attempts to improve Defence culture did not achieve the necessary changes to end endemic unethical behavior, as predominantly bureaucratic reforms were identified and implemented that failed to address underlying cultural issues.

Leading experts on cultural change attest that both the formal and informal elements of an organization's culture must be addressed to realize lasting change, and that a systems-based approach provides a proven means of achieving such change. This thesis investigates if *Pathway to Change*—the current cultural change program of the Australian Defence Force—effectively adopts such an approach. In doing so, it offers an appraisal of the likely effectiveness of the *Pathway to Change* program. It concludes by offering recommendations to improve the implementation of the Australian Defence Force's cultural change agenda.

## ACKNOWLEDGMENTS

I would first like to thank Lieutenant Colonel Jason Ross for his guidance, and considerable patience, in his role as the Chair of my Committee. He was most ably assisted by Dr. Ken Long and Lieutenant Colonel Len Lira. All three gave their time and experience generously to assist me in this endeavor.

I would like to acknowledge Colonel (Retired) Dean Nowowiejski, Ph.D, the Ike Skelton Distinguished Chair of the Art of War. His encouragement and support in the production of this thesis have been invaluable. Along with the 2013-02 Art of War Scholars, he has ensured that my time at Fort Leavenworth has been personally and professionally rewarding.

I am again indebted to Dr. Moreen Dee, whose ongoing advice has continued to develop my ability to write.

Most importantly, I must thank Amy for her unerring support. I am truly blessed to be sharing life's journey with her.

## TABLE OF CONTENTS

	Page
MASTER OF MILITARY ART AND SCIENCE THESIS APPROVAL PAGE .....	iii
ABSTRACT.....	iv
ACKNOWLEDGMENTS .....	v
TABLE OF CONTENTS.....	vi
ACRONYMS.....	viii
ILLUSTRATIONS .....	ix
TABLES .....	x
CHAPTER 1 INTRODUCTION .....	1
Purpose.....	1
Background .....	1
Primary Research Question .....	5
Secondary Research Questions .....	5
Outline of Research .....	6
Definitions .....	7
Limitations .....	9
Scope.....	11
Significance of Study.....	11
Summary .....	12
CHAPTER 2 LITERATURE REVIEW .....	13
Introduction.....	13
Academic Assessment of <i>Pathway to Change</i> .....	14
<i>Australian Army Journal</i> –2013 Culture Edition.....	16
Defining Australian Military Culture .....	20
Secondary Research Questions 1A and 2A .....	23
Secondary Research Question 1A: Academic Work on Formal and Informal Culture.....	23
Secondary Research Question 2A: Academic Work on Systems-Based Approaches .....	31
Summary and Conclusions .....	37
CHAPTER 3 RESEARCH METHODOLOGY .....	39
Introduction.....	39

Information Collection Methods.....	40
Information Analysis Method.....	43
Secondary Research Question 1B: Is the ADF Addressing Formal and Informal Culture?.....	43
Secondary Research Question 2B: Is the ADF Applying a Systems-Based Approach?.....	46
Primary Research Question.....	49
Summary and Conclusions .....	50
CHAPTER 4 ANALYSIS .....	51
Introduction.....	51
Findings: Secondary Research Questions.....	51
Secondary Research Question 1B: Is the ADF Addressing Formal and Informal Culture?.....	52
Secondary Research Question 2B: Is the ADF Applying a Systems-Based Approach?.....	57
Findings: Primary Research Question .....	64
Summary and Conclusions .....	65
CHAPTER 5 CONCLUSIONS AND RECOMMENDATIONS .....	67
Introduction.....	67
Interpretation of Findings .....	68
Unexpected Findings .....	69
Recommendations.....	70
Recommendations for Further Research.....	70
Reflections on Topic and Methodology.....	72
Recommendations for ADF Action .....	72
Summary and Conclusions .....	75
APPENDIX A SELECT LIST OF ADF REPORTS, REVIEWS, INQUIRIES, AND INVESTIGATIONS REGARDING CULTURE CHANGE.....	77
APPENDIX B SELECT EXAMPLES OF METHODOLOGY OF SECONDARY RESEARCH QUESTION 1A.....	79
REFERENCE LIST .....	81

## ACRONYMS

ADF	Australian Defence Force
ADFA	Australian Defence Force Academy
ANZAC	Australian and New Zealand Army Corps



## ILLUSTRATIONS

	Page
Figure 1. A Multisystem Ethical Framework.....	26
Figure 2. The “Onion”: Manifestations of Culture at different Levels of Depth .....	28
Figure 3. The Iconic Representation of SSM’s learning cycle.....	34
Figure 4. Model for influencing mindset and behavior shifts .....	63

## TABLES

	Page
Table 1. Element/s of culture addressed by <i>Pathway to Change</i> Recommendations ....	45
Table 2. Assessment of the Application of Soft Systems Methodology Activities in <i>Pathway to Change</i> .....	47
Table 3. Element/s of culture addressed by <i>Pathway to Change</i> Recommendations ....	53
Table 4. Assessment of the Application of Soft Systems Methodology Activities in <i>Pathway to Change</i> .....	58

Planning is a forte for military organisations but all too often the plan is seen as the end-point. What is really important in the context in which the plan sits and the goals it hopes to achieve.

— Dr. Albert Palazzo, Land Warfare Studies Centre

## CHAPTER 1

### INTRODUCTION

After 13 separate inquiries in to various aspects of our treatment of our people over the last 15 years, I am committed to facing up to this issue in the most open and honest way we can.

One of the best ways to achieve this is to facilitate analysis and discussion on matters of Army's culture.

— Lieutenant General David Morrison, Chief of Army, October 2013

#### Purpose

The purpose of this study is to investigate if *Pathway to Change*—the current culture change program of the Australian Defence Force (ADF)—effectively addresses both formal and informal elements of the organization's culture. It identifies the difference between the two elements and presents academic work on culture change that identifies that both need to be addressed for organizational culture change to be effective. The study contends that adopting a systems-based approach provides a proven method for changing both formal and informal levels of organizational culture. The study then tests whether the ADF's *Pathway to Change* program properly addresses both the formal and informal levels, and if it is employing a systems-based approach. Given that these two factors are widely accepted by culture change theorists as being effective means to deliver organizational culture change, this study provides insights into the likely effectiveness of the ADF's *Pathway to Change* program.

#### Background

In March 2012, the Secretary of the Australian Department of Defence and the Chief of the Defence Force released *Pathway to Change: Evolving Defence Culture*. This

document was “the beginning of a 5 year program of integrated and far reaching efforts to tackle our cultural challenges at their roots” (Department of Defence (Australia) 2012c, Preamble). The plan for action outlined in the document drew together over 160 recommendations from eight separate reviews into ADF culture and behavior. A further 21 recommendations were added to the program in August 2012 with the release of part two of the Broderick Review into the treatment of women in the ADF (Australian Human Rights Commission 2012). In March 2013, the Chief of the Defence Force wrote an update commending the release of *Pathway to Change*, stating that 48 of the 160 recommendations had been “closed out” and another 110 were “underway” (Chief of the Defence Force (Australia) 2013). In October 2013, the Cultural Reform Steering Committee, set up to oversee implementation of the change, reported that of the 160 original recommendations, 21 were “closed,” 94 were “completed,” and the remaining 45 had “commenced.” The report reads as an impressive checklist of the efforts being made to reform ADF culture (Department of Defence 2013).

These claims that significant progress is being made in reforming ADF culture have been overshadowed by reports of continued cases of systemic unacceptable behavior within the ADF being widely reported in the Australian media. One report revealed a long-running sex scandal involving a group, calling themselves the “Jedi Council,” who produced and distributed sexually explicit material on official email systems. The announcement of the investigation into this incident by the Chief of Army, Lieutenant General David Morrison, came with the unprecedented public admission by a senior serving officer that these actions were “symptoms of a systemic problem” in ADF culture (Morrison 2013d). Another reported incident of unacceptable behavior at the

Australian Defence Force Academy (ADFA) escalated media reporting into the Academy when it was revealed that one of the cadets under investigation also had been involved in the “ADFA Skype scandal” (Box 2013), which had been a catalyst for the raft of ADF investigations into culture. Such behavior has not been confined to Army. In November 2013, reports emerged of claims of systemic hazing and sexual assaults occurring onboard HMAS *Ballarat* (ABC News 2013). The continued revelations of unethical behavior highlight both the depth of the issues within the ADF and the importance of realizing cultural change within the organization.

*Pathway to Change* drew recommendations from eight different reports. Of these, Major General C.W. Orme’s 2011 review, *Beyond Compliance: Professionalism, Trust and Capability in the Australian Profession of Arms*, most broadly examines the root cause of incidents of inappropriate behavior that reflect poorly upon elements of the organizational culture of the ADF. The other seven reports focus narrowly on issues, often in isolation from each other, and as a result appear to recommend new processes, new bureaucratic systems and new rules designed to improve organizational culture only within the isolated areas of the specific review. In *Beyond Compliance*, Major General Orme applies a liberal interpretation to his terms of reference and includes an analysis of the ADF’s previous attempts to resolve “deeply-rooted cultural issues” (Orme 2011, 15). He notes that previous attempts to reform ADF culture have “been essentially procedural, resulting in a table of recommendations each of which is then individually implemented over time.” He recommends that to avoid repeating these mistakes the ADF should “take a wider, strategic and systems-based view of improvement and cultural change” (Orme 2011, 15). The recommendation is acknowledged in the body of the *Pathway to Change*

report. However, 21 of the 52 pages of the *Pathway to Change* report take the form of a table of recommendations, which are adopted as the ADF's "Implementation Plan" for culture change.

Major General Orme does not specifically define "systems-based view" to cultural change in *Beyond Compliance*, however the conclusions and recommendations of the report urge changes to the core values of the ADF and the way these are expressed, taught and socialized. The recommendations aim to remediate and prevent misconduct by members of the ADF. While it does not use the precise language of cultural change used by noteworthy academics, the report represents a clear understanding of the need to view the ADF as a soft system in which changes to organizational culture offer a means to influence the ethical conduct of ADF members.

As noted above, *Pathway to Change* adopted many of the recommendations of *Beyond Compliance*. However, reading the two documents raises the question of whether, in the process of the compiling recommendations from eight different reports, the authors of *Pathway to Change* missed the key point of Major General Orme's argument in *Beyond Compliance*, that previous attempts to change ADF culture by bureaucratically compiling action lists of administrative and legal changes failed to affect the cultural change necessary to prevent further episodes of unethical behavior. Instead *Beyond Compliance* urged a more systematic approach to reducing unethical behavior by addressing ADF culture at its roots. Orme's key recommendation for a systems-based approach acknowledged that previous attempts to change ADF culture to improve ethical behavior through an overly bureaucratic approach had not been successful. His argument can logically be developed to conclude that, if in the future the ADF applies similar

measures in its attempts to change, as it has in the past, it is unlikely to realize effective change. Stated more bluntly, it can be extrapolated from Major General Orme's argument that, if the ADF fails to take a systems-based approach to cultural change, its efforts are likely to be ineffective in reforming ADF culture to any extent that ethical behavior is significantly improved.

This thesis examines whether or not the current ADF culture change program—*Pathway to Change*—has adopted the recommended systems-based approach to culture change. In doing so, it examines Australian military culture, including the relationship between formal espoused organizational values and culture and the informal culture of sub-groups and individuals within the ADF. It uses accepted academic models to test if *Pathway to Change* is adopting a systems-based approach that is likely to effectively change formal and informal elements of ADF culture.

#### Primary Research Question

Does *Pathway to Change*—the ADF's current culture change program—effectively address both the formal and informal elements of ADF culture?

#### Secondary Research Questions

Secondary Research Question 1A: What insights does academia offer into the role of formal and informal organizational culture in implementing effective culture change?

Secondary Research Question 1B: Does the ADF's *Pathway to Change* program address both the formal and informal elements of organizational culture presented in relevant academic studies?



Secondary Research Question 2A: What insights does academia provide into the versatility of systems-based approaches in affecting culture change by addressing both the formal and informal elements of an organization's culture?

Secondary Research Question 2B: Does the ADF's *Pathway to Change* program apply a systems-based approach as described in academic research methodology?

### Outline of Research

Chapter 1 provides an introduction to this research and a background to the reasons for examining if *Pathway to Change* is addressing both the formal and informal components of the organization's culture by applying a systems-based approach. It outlines the research and explains how this thesis is structured.

Chapter 2 is a literature review that covers four areas. It first considers the limited academic assessments of the ADF's current culture change policy. Second, it surveys work that attempts to define Australian military culture. It then reviews the body of academic work regarding culture change in two parts. This final section, in addressing research questions 1A and 2A, focuses on works that consider the relationship between formal and informal organizational culture, and on the various systems-based approaches to culture change.

Chapter 3 describes the research methodology used in this thesis to assess if *Pathway to Change* effectively addresses both the formal and informal levels of the ADF's culture. The chapter explains how the academic models reviewed in chapter 2 will be used as the basis of this assessment in chapter 4. It also notes that, while broader academic work informs this paper, the two key models used to assess *Pathway to Change* in research questions 1B and 2B are, respectively, Linda Trevino and Katherine Nelson's

“Multisystem Ethical Culture Framework,” and Peter Checkland’s “Soft System Methodology.”

Chapter 4 presents the findings regarding the primary research question and secondary research questions 1B and 2B. It concludes that the ADF’s cultural change policies are effectively addressing formal elements of its culture, but are not as comprehensively dealing with its informal culture.

Finally, chapter 5 offers an interpretation of the findings in chapter four and discusses their relevance to understanding the challenges involved in implementing culture change in the ADF. It also offers recommendations for further research and for ADF action.

### Definitions

Appropriate definitions provided in ADF publications and reviews have been adopted for the purpose of this report in order to avoid ambiguity when discussing such documents.

Culture: The definition of culture provided in *Beyond Compliance* is accepted for use in this thesis for consistency. It was drawn from respected academics in the field of organizational change, including Geert Hofstede and Edgar Schein: “A set of shared mental assumptions that guide interpretation and action in groups and organisations by defining appropriate or acceptable behavior for various situations; habitual behavior in response to characteristic organisational problems and situations. Culture is to an organisation as personality and character is to an individual. Culture is commonly seen as holistic, historically determined, socially constructed, difficult to measure, and difficult to change” (Orme 2011, 45).

Ethical Culture: The definition of ethical culture is again adopted from *Beyond Compliance* and used for consistency: “A set of habitual practices that act in concert both to promote ethical conduct and to militate against the occurrence of ethical incidents and ethical failures. There are three main elements of such ethical culture: self-regulation, self-correction, and self-learn” (Orme 2011, 46). Detailed definitions of these three components of ethical culture are provided in *Beyond Compliance*.

Formal Organizational Culture: The beliefs and values of an organization as expressed in formal documents and by key leaders. A detailed discussion of formal organizational culture is provided in chapter 2.

Informal Organizational Culture: The true values and perceived beliefs of members or groups within an organization. These are often expressed through “informal norms, heroes, rituals, myths, and stories” (Trevino and Nelson 2004).

Soft Systems Methodology: A model for action-based research developed by Peter Checkland. It accepts that systems are representational constructs of real world entities. The method is designed to analyze complex situations by framing a “problematic situation” in such a manner that it facilitates organizational learning by enabling full consideration of divergent views—referred to as “worldviews” (Checkland and Poulter 2010). Soft Systems Methodology is examined in greater detail in chapter 2.

Systems-Based Approach: A systems-based approach is the application of “systems thinking” (defined below), generally applied through one or more systems-based methodologies or approaches to develop an understanding of a situation or to attempt to improve a situation. Further discussion of system-based approaches is included in chapter 2.

Systems Thinking: Martin Reynolds and Sue Holwell offer a contemporary and suitable definition: “A way of looking at (and making sense of) the world. It is based on an understanding that if one considers a situation as a whole, rather than focusing on its component parts, then there are properties which can be observed which cannot be found simply from the properties of the component parts” (Reynolds and Holwell 2010, 8).

### Limitations

This thesis limits its scope to examining ADF cultural change as it impacts on the ethical behavior and conduct of ADF members. It examines the possible impact of broader organizational culture change issues, but only where they influence ethical culture, behavior, and conduct. In doing so, the thesis acknowledges that the systemic nature of culture means that a broad range of variables influence culture, and therefore the ethical behavior and conduct of individuals and groups within the ADF.

The thesis considers culture change in the ADF as a whole and acknowledges that the *Pathway to Change* program by its very nature addresses the entire ADF. To confine this study to a manageable scope, however, where examples are required, the paper focuses largely upon the Australian Army and ADFA. The fact that there is more written material available on the culture of the Australian Army than the other two services, as well as the author’s personal experience as an Army Officer, make the Army a logical point of focus for the study. ADFA provides another obvious focal point for this study because of the significant number of reviews that have been conducted into its culture since its recent establishment in 1986.

The nature of the informal culture of small groups (sub-systems) within the ADF is such that it is constantly evolving and difficult to define from outside of the small

group. As an officer, the author's Army cultural experiences and perspective are likely to be somewhat different to those of an enlisted soldier. As an infantry officer, the author has also had limited exposure to the other services, and to the insular Special Forces communities. Additionally, while the author attended ADFA, the fact that he graduated in the class of 2000 limits the value of his personal experience in understanding the contemporary cultures that exist at the Academy.

The research for this thesis has been restricted to unclassified documents. This places limitations on the ability to determine fully the background to published official documents, including the omission of issues or ideas from formal publications and policy documents. Perception in decision-making is unavoidable; ideas may indeed have been considered by policy drafters but either discarded or considered unsuitable or unimportant for publication. The impact of this is exacerbated by established ADF policy, or perception of policy, that restricts its members from publically expressing opinions without organizational endorsement. This issue is discussed in detail in chapter 2.

The size of the ADF means that any attempt to look at informal organizational culture from a systems-based perspective requires an acknowledgement that a huge number of sub-systems exist within the broader ADF system, and indeed within the sub-systems themselves. This places an obvious limitation on research in that it is not possible to investigate or even identify all of these sub-systems. This study, therefore, focuses on examining the extent to which the formal and informal elements of these cultures have been identified and addressed by *Pathway to Change*.

### Scope

The thesis briefly considers the historical development of ADF culture in an attempt to understand the importance of its informal nature. However, in order to limit the scope to a manageable timeframe, it only considers the cultural change programs and reviews that have been used to directly inform *Pathway to Change*. In meeting submission deadlines, the thesis limits its consideration of new ADF policy or documents on culture change programs released up to November 1st, 2013.

### Significance of Study

This thesis is significant because the ADF is currently committed to an extensive program of cultural change. The ADF is undertaking a review of its values and behaviors, including broad consultation to inform the refinement of these. The internationally reported public statement by the Chief of the Australian Army on June 13, 2013, that the ADF has a “systemic problem” with its culture, highlights the relevance of study in this area (Morrison 2013d). This public announcement by the Chief of Army to address behavior of Australian Army members was delivered more than a year after the release of *Pathway to Change*. It was triggered by an incident that seriously breached the behavioral standards espoused by the document. That such a senior officer described the cultural problems as systemic suggests that senior leadership may have come to assess the depth of cultural issues in the ADF as being more entrenched than they acknowledged when *Pathway to Change* was released in March 2012. Changing the organization’s ethical culture clearly remains a priority for ADF leadership.

This thesis contributes to understanding the nature and challenges of ethical cultural change in the ADF. In particular, it evaluates whether the ADF’s culture change

program, *Pathway to Change*, is addressing both the formal and informal levels of culture by employing a systems-based approach. It tests if *Pathway to Change* is employing the methods identified as best practice from academic research in its attempts to improve ethical behavior in the ADF. In doing so it may inform the ongoing development of the *Pathway to Change* program, and other future culture change initiatives in the ADF.

### Summary

This chapter introduces this thesis, which examines if *Pathway to Change*—the ADF’s current culture change program—is effectively addressing both the formal and informal elements of the organization’s culture. It also defines the area of research and key terms to be used within this study. It describes the background to the study and explains the value in examining the methods applied to ethical culture change in the ADF, given its current high priority to ADF leadership.

Chapter 2—a literature review—considers the limited academic work that has reviewed ADF culture change policy and briefly surveys attempts to define ADF culture. As well, it examines some relevant academic models of organizations’ formal and informal cultures and the systems-based models used to facilitate culture change in large organizations.

## CHAPTER 2

### LITERATURE REVIEW

The ADF's tendency in reacting to organizational failures and poor behaviour is to focus on changes to administrative procedures and processes. This is despite the fact that many reports allude to the need for cultural change. The usual response has been essentially procedural, resulting in a table of recommendations each of which is then individually implemented over time. This, however, is not a reliable strategy for cultural change, with the combined effect of individual recommendations often falling short of the overall intent. It follows that, while the ADF must be heedful of the need to improve in specific areas, it must also take wide, strategic and systems-based view for improvement.

— Major General C. W. Orme, *Beyond Compliance*

#### Introduction

The purpose of this thesis is to investigate if *Pathway to Change*—the ADF's current culture change program—effectively addresses both the formal and informal elements of the organization's culture. It identifies the difference between formal and informal organizational culture, and presents academic work on culture change that indicates that effectively changing an organization's culture requires both of these levels to be addressed. The thesis also explains that a systems-based approach provides a proven method for changing both formal and informal level of an organization's culture. The review then leads to propositions about whether the ADF's *Pathway to Change* program is addressing both the formal and informal levels of its culture, and if it is employing a systems-based approach in doing so. Given that these two factors are widely accepted by cultural change experts as being an effective means of delivering organizational culture change, this review aims to provide insights into the likely effectiveness of the *Pathway to Change* program. This second chapter provides a review of the literature that is relevant to this subject.



This literature review is structured in four parts. First, it considers the limited academic work available that examines culture change in the ADF and, in particular, work that assesses *Pathway to Change*. Through necessity this section draws largely on articles published in the *Australian Army Journal* 2013, Special Culture Edition. Second, it considers studies that attempt to define ADF and Australian Army culture, with a focus on those that identify elements of the informal culture of these organizations. Third, the chapter answers secondary research question 1A—What insights does academia offer into the role of formal and informal organizational culture in implementing effective culture change? This question is answered by reviewing relevant academic work that considers the impact of the role of formal and informal cultures. It finds that Linda Trevino and Katherine Nelson’s “Multisystem Ethical Culture Framework” in *Managing Business Ethics* (2011) is the most appropriate model to apply in examining the ADF’s ethical culture change programs. Finally, the chapter considers secondary research question 2A—What insights does academia provide into the versatility of systems-based approaches in affecting culture change by addressing both the formal and informal elements of an organization’s culture? This question is answered by considering the key academic works on systems-based approaches to culture change. It concludes that Peter Checkland’s “Soft System Methodology” is an appropriate model against which to test if *Pathway to Change* is employing a systems-based approach.

#### Academic Assessment of *Pathway to Change*

Given the increasing focus on implementing ethical cultural change in the ADF, there has been surprisingly little academic effort dedicated to the examination of the challenges of implementing such change. Outside of official reports, no meaningful

academic attempt to evaluate *Pathway to Change* against proven models for implementing organizational cultural change has yet been conducted. The reluctance of academics to contribute to this debate is difficult to explain but could possibly be attributed to the relatively short period of time that has elapsed since the most serious failings in ADF ethical culture have come to light. Additionally, academics without personal experience of military service might consider that it would be difficult to gain the access and acceptance required to properly evaluate changes in informal military culture.

The general failure of ADF members to contribute in a scholarly manner to this topic may be a symptom of a cultural trait that discourages public expression of opinions that are controversial or contradictory to official policy. Dr. Albert Palazzo presents a convincing argument in his 2012 article, “The Future of War Debate in Australia: Why has there not been one? Has the need for one now arrived?”. Palazzo contends that cultural, bureaucratic and operational impediments exist within the ADF that prevent its members from contributing openly to important debates about the future of the organization. The debate on the impact of ADF culture on the willingness and ability of members of the ADF to freely consider issues of importance to the organization is further discussed later in this chapter. Another reason may be a lack of scholarly training or available time among serving personnel to contribute to this debate.

Major General Orme identified the lack of scholarly work conducted by the ADF in *Beyond Compliance* and recommended that “appropriate scholarly research and research institutions be sponsored and fostered . . . under the management and oversight of the Australian Defence College” (Orme 2011, 44). This recommendation was accepted

in *Pathway to Change*, and the Centre for Defence Research established at the Australian Defence College. The Centre, however, has not been operating long enough to judge whether it will be allowed the academic freedom required to make a meaningful contribution to sensitive issues on ADF cultural change.

### *Australian Army Journal*–2013 Culture Edition

The forums that do allow relatively liberal, albeit institutionally edited, debate on topics of professional military interest are the ADF and individual service journals. The 2013 Winter Edition of the *Australian Army Journal* was dedicated entirely to the subject of culture. Encouragingly it received a large number of submissions from academics, public servants, and serving and retired Army officers and non-commissioned officers. The Chief of Army's foreword encouraged debate, stating:

After 13 separate inquiries into various aspects of our treatment of our people over the last 15 years, I am committed to facing up to this issue in the most open and honest way we can.

One of the best ways to achieve this is to facilitate analysis and discussion on matters of Army's culture. (Morrison 2013a, 7)

Although the journal received a significant number of contributions, only a few articles specifically considered the effectiveness of current ADF culture change policy. Others made a notable contribution to understanding the culture of the Australian Army. While there was some commentary on specific ADF policies, the edition did not include many measured attempts to assess the likely impact of *Pathway to Change*.

In the journal the Chief of Army identified a major challenge in effectively changing the culture within the Australian Army: "there is undeniable evidence that the same warrior culture that has built our small teams, and equipped them to withstand the

shock of combat, has been distorted by some people and used to justify bullying, harassment and intimidation” (Morrison 2013a, 6). This statement highlights that the same elements of culture, which are entirely appropriate values of the Australian Army, may be interpreted and applied in an entirely inappropriate manner by some of the sub-cultures of the organization. Richard Hughes, a retired officer, also highlighted this issue in his contribution, though questioned whether the cultural changes needed to ensure that the Army workplace reflected societal norms could be achieved without compromising the “ferocity” required to produce effective “warriors” for the battlefield (Hughes 2013).

The article in the journal by Lance Corporal Hannah Evans “Steys and Sheilas: The Modern Role of Women in the Australian Army” most directly questioned the likely effectiveness of current ADF policy on cultural change. She focused on the *Review into the Treatment of Women in the ADF*, questioning whether the recommendations of the report provided “value for policy.” While acknowledging the comprehensiveness of the review, Evans concluded that “it failed to address the overriding issue that the Army is required to be an offensive and defensive force.” She suggested that “implementation should be gradual and considered lest it be compromised by accusations of tokenism and gender norming” (H. Evans 2013, 53). These comments, coming from within the ranks, reflect a practical understanding of the impact of informal culture in attempts to implement formal policy changes. Additionally, Evans’ article reflects a willingness to articulate a considered intellectual contribution to the debate on culture change, in itself demonstrating the changing nature of culture emerging in the Australian Army and boding well for Army’s future.

A number of articles in the journal made significant contributions to recognizing and understanding the existence of niche sub-cultures within Army. These included: Captain Dominic Lopez's commentary on homosexuality in the Australian Army (Lopez 2013); Lieutenant Colonel Charles Knight's consideration of the challenge of sexuality and sexual interaction in mixed teams (Knight 2013); and Lieutenant Colonel Phillip Hoglin's article on future religious diversity in the Australian Army (Hoglin 2013). These authors demonstrated a clear understanding that within the Army there are many different sub-cultures that interact to create the overall culture of the Australian Army—itsself a sub-culture within the ADF.

Lieutenant Colonel Skinner and Chloe Diggins' article, "Family Friendly Army—First Class Policy, Second Class Implementation," made a measured effort to assess the challenges of implementing Army's policies. As the article's title suggests, the authors argue that the Army has good formal family friendly policies but that these policies do not fully achieve the desired outcome when implemented. While some of their recommendations called for administrative or procedural changes to improve outcomes, the authors also recognized that informal culture can prevent formal policy from being implemented effectively. As an example, they used survey responses to demonstrate that an informal culture of "presenteeism" had impeded the introduction of flexible working arrangements. Where flexible work arrangements had been adopted, the authors showed that those taking them perceived that doing so had risked disadvantaging their performance reporting, and hence their career progression. This is a clear example of formal and informal culture being out of alignment—although the authors do not describe it in such terms. However, this well-argued article concluded by recommending a list of

procedural and administrative “amendments” to fix the issues that they identified as being primarily rooted in cultural misalignment, and not administrative shortcomings (Skinner and Diggins 2013).

Lieutenant Colonel Anthony John (Retired) provided the most academically based contribution to the journal with his article “From Institution to Occupation: Australian Army Culture in Transition.” John argued that the Army’s culture is evolving from one that reflected Huntington’s institutional culture model towards Janowitz’s occupational model. He then considered the issues that arose from this change and used cultural change theory to argue that the timeframes proposed to implement *Pathway to Change* are “somewhat ambitious.” He contended that “without a compelling imperative . . . generational change is far more likely and, in Army terms, this equates to a 20-year period” (John 2013, 188). John’s observation acknowledges the long-term nature of changing informal culture, as opposed to quickly implementing policy change at the formal level of culture.

Lieutenant Colonel John’s article also makes a contribution to understanding some factors that can be leveraged to affect cultural change. He highlighted the importance of recruiting processes, because as a “closed system” it was the one place where the ADF could control the raw product entering its system. This is a key realization as it identifies an administrative tool that can be used to directly influence future informal culture.

Other articles in the 2013 Culture Edition of the *Australian Army Journal* by Dr. Richard Evans (R. Evans 2013) and Captain James Brown (Brown 2013), both made a

meaningful contribution to understanding the contemporary ADF and Australian Army culture. The key issues are considered below.

### Defining Australian Military Culture

Attempting to define accurately the culture and sub-cultures of the ADF is outside the scope of this thesis and this section provides a brief summary of the sources available that offer some commentary on the nature of ADF culture.

The most obvious place to look to define ADF culture is in the organization's formal policy. In *Pathway to Change* the ADF outlines "Defence's cultural intent" (Department of Defence (Australia) 2012c, 2). This broad statement indicates that the ADF has chosen to allow primacy to the three services in defining the details of each of their own cultures. In the case of Army, the espoused values of "courage, initiative, and teamwork" remain, with the Chief of Army adding "respect" as the fourth Army value in July 2013 (Morrison 2013c). Other official publications, such as *Junior Leadership on the Battlefield*, have attempted to demonstrate by way of instruction and historical examples the ideal culture of the Army (Mansford 1994).<sup>1</sup> Such official publications provide a rich source from which to draw the espoused formal values of the ADF and its three services.

The many reviews of ADF culture, conduct and behavior listed in Appendix A provide insights into the external reflection of ADF culture. Some provide particularly detailed analysis of the culture in specific units or organizations in the ADF, or of specific issues facing the organization where misconduct has been identified. These

---

<sup>1</sup>Later additions have been released, largely unchanged, which claim collective institutional authorship.

reports usually have been commissioned to investigate identified areas of concern in the ADF and are, therefore, limited in breadth of focus and not widely representative of ADF culture without consideration of additional sources. The exception to this are the many reviews conducted over an extended period of time into conduct at ADFA.

An increasing number of non-official published works are now providing insights into defining ADF culture, and particularly Australian Army culture. The trend in these works has been to challenge formally espoused organizational values and to offer that cultural norms that differ from the official values have significant influence within the organization. Such norms include anti-intellectualism (see Palazzo 2012; Brown 2013), and a broad passive acceptance of unacceptable behavior including harassment (see R. Evan 2013; Stanley 2010; Wadham 2004). Considered together, these authors' works suggest that elements of the ADF may hold different values from those that are expressed publically.

The noted Australian military historian Peter Stanley's revision of the Australian and New Zealand Army Corps (ANZAC) legend in his 2010 book *Bad Characters* provides relevant insight to understanding the historical roots of ADF culture. Stanley argues that while the ANZACs fought well, as the widely accepted ANZAC myth proclaims, there were also many who displayed very poor discipline. This behavior, he contends, went well beyond the concept of the well-intentioned larrikin. Instead, he portrays instances of rape, murder and desertion among other serious crimes. Stanley's work is relevant because it presents a historical picture of the behavior of Australian soldiers, which is significantly out of alignment with the organization's values—then and now.



Autobiographical works and fictional novels about the Australian Army also offer insights into the values that Australian soldiers truly hold. Perhaps the most telling of such works is Brigadier George Mansford's fictional piece, *The Mad Galahs* (1999). While a work of fiction and somewhat dated, it tells the story of men within Australia's regular infantry battalions with a roughness of language and content that sets it apart from the official line. The book cannot be dismissed as irrelevant because it includes strong endorsements from General Peter Cosgrove, Chief of Defence Force 2002–05, and Major General Michael Jeffery, Governor-General of Australia 2005–08. Cosgrove noted that the “insights are keenly drawn and have a ring of truth,” and the Governor-General “commend[ed] it to all Australians as essential reading.” Likewise, Gary McKay's book *In Good Company* (1998), and Mark Taylor's work *Dogs are Barking* (1999), both provide further insights to Australian military culture. The reading of books such as these by young soldiers and junior officers, particularly when they are often recommended by more senior officers, risks creating a romanticized impression of an organizational culture that is in some ways starkly different from current official policy.

Media reporting also provides some insights into ADF culture. Such coverage, however, tends to focus on sensational events, and should generally be considered in looking to understand developing patterns rather than in focusing on individual incidents. In raising the profile of the need for ADF culture change, media reporting does bring attention to incidents of unacceptable behavior, which at times the ADF may be reluctant or less than forthcoming in revealing. While this can provide a good current source of raw material and stimulate public discussion, the media itself has offered little considered analysis of ADF culture or culture change policy.

### Secondary Research Questions 1A and 2A

The following two sub-sections examine the academic work that addresses secondary research questions 1A and 2A. The findings from these two questions are used in chapter 3 to develop a methodology to answer secondary research questions 1B and 2B and, subsequently, the primary research question, in chapter 4. While the contributions made to these areas of study by several prominent academics are discussed, this section considers Linda Trevino and Katherine Nelson's "Multisystem Ethical Culture Framework," and Peter Checkland's "Soft System Methodology," are the most appropriate models to apply in examining if the ADF's *Pathway to Change* effectively addresses both formal and informal military culture.

#### Secondary Research Question 1A: Academic Work on Formal and Informal Culture

This section reviews the academic work that considers the impact of the role of formal and informal culture in culture change to answer secondary research question 1A—What insights does academia offer into the role of formal and informal organizational culture in implementing effective culture change?

A convincing and easily applied model, which explains the influence of the relationship between formal and informal organizational cultures is presented by Linda Trevino and Katherine Nelson in *Managing Business Ethics* (2011). Trevino's work in the field is well respected and the book's 2011 fifth edition was commended as being "relevant to understanding and influencing ethical action and will be very useful for students in real applications at work" (Elm 2010). Due to its wide acceptance and

practical applicability this model is examined and contrasted with other academic works that address the relationship between organizations' formal and informal cultures.

In *Managing Business Ethics*, Trevino and Nelson argue that the "bad apple idea" presents as an easy but ineffective solution in implementing cultural change in organizations. Allowing an organization to identify and remove a small number of people who perpetrate unethical conduct is unlikely to result in sustainable cultural change. They contend that this method is rarely successful and that "effective and lasting" change instead usually requires a systematic examination of an organization's entire culture to determine what in the organization's culture, norms and practices are perpetuating unethical behavior by members of the organization (Trevino and Nelson 2011, 13-14).

For Trevino and Nelson, assessment and understanding of the relative and complementary relationship between formal and informal organizational culture and its impact on ethical behavior in an organization "requires knowledge of the organization's history and values, along with a systematic analysis of multiple formal and informal organizational systems" (Trevino and Nelson 2011, 151). Their theory further develops that some organizations have weak organizational cultures and stronger sub-cultures. In these circumstances the different strong sub-cultures can have a significant impact on behavior, and this impact can differ significantly between the different sub-cultures within the larger organization's formal culture (Trevino and Nelson 2011, 152).

Trevino and Nelson argue that both the formal and informal cultures of an organization influence the ethical behavior of its members. The impact of these cultures can be particularly strong for new and inexperienced members of organizations whose behavior will be influenced by formal systems—led by the executive leadership and

implemented by the organization's selection systems, policies and codes, orientation and training, performance management systems, authority structure and decision processes – and by the informal systems—under the tutelage of the organization's role models and heroes as well as the norms, ritual, myths and stories, and language of the organization's informal culture (Trevino and Nelson 2011, 153-4).

This contention that both formal and informal systems influence the ethical and unethical behavior of members of an organization is set out in figure 1 (see below).

Trevino and Nelson describe the need for the formal and informal systems to align to encourage ethical behavior. Where the formal and informal systems in an organization are sending different messages, the system is considered to be out of alignment and members are at risk of being conditioned to act unethically. Although they did not examine military culture, they cite research that indicates that members of organizations are more likely to believe and act on messages received through informal systems than formal systems (Trevino and Nelson 2011, 180). This is particularly the case if an organization has a weak organizational culture that is ethical and strong sub-culture that sends messages that encourage unethical behavior (Trevino and Nelson 2011, 152-5).

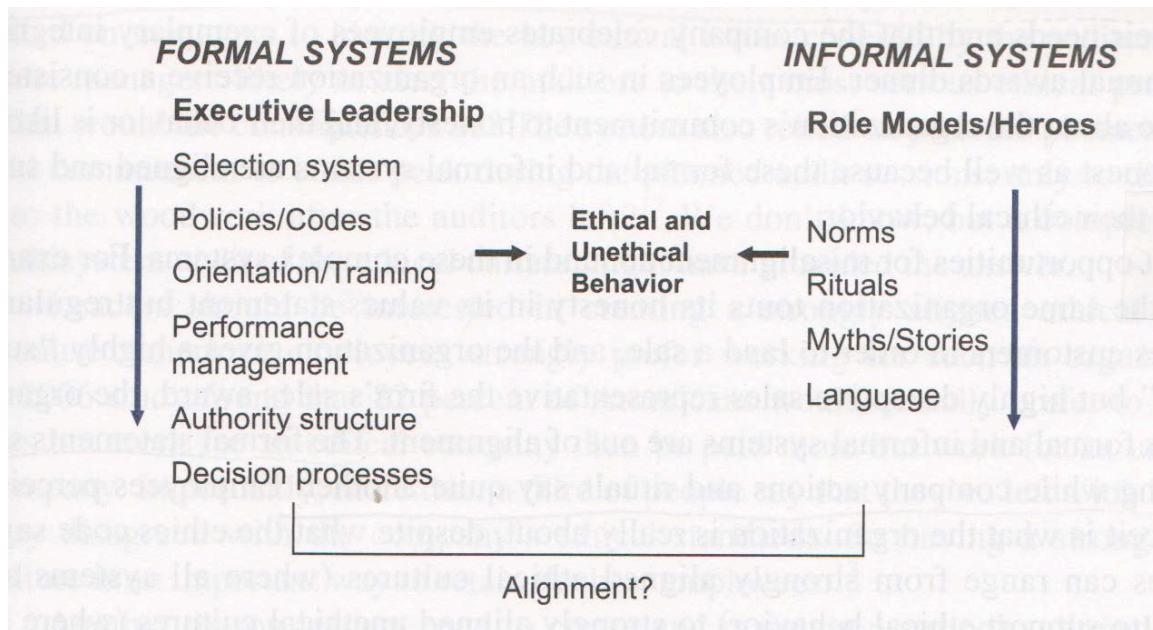


Figure 1. A Multisystem Ethical Framework

Source: Linda Klebe Trevino and Katherine A. Nelson, *Managing Business Ethics: Straight Talk About How to Do It Right*, 5th ed. (Westford, MA: Courier Westford, 2011), 153.

Having established the influence of both formal and informal organizational culture and their alignment on ethical behavior, Trevino and Nelson argue that to affect change to ethical behavior in an organization, multiple formal and informal sub-systems must be simultaneously assessed and targeted. They suggest that to be effective, attempts to change an organization's ethics require a "system-wide, long-term view" (Trevino and Nelson 2011, 192-8). They note that affecting change to informal systems is likely to be more difficult and will take longer than changing formal systems. However, changing only the formal system is unlikely to achieve effective results and risks creating a situation where the formal and informal cultures of an organization are not aligned. They provide an example of companies issuing "lofty" formal statements in response to

external pressures that they value diversity, but not taking measures to create a diverse workforce. In such cases they suggest that in the informal system employees do not believe that management is genuinely committed to diversity and view management as hypocritical. In this case the failure to align the formal and informal cultures of the organization may result in a well-intentioned formal policy having a negative impact on the culture of an organization (Trevino and Nelson 2011, 193).

Geert Hofstede, Gert Jan Hofstede, and Michael Minkov's book, *Cultures and Organizations* (2010), provides further insights into the elements of culture outlined in Trevino and Nelson's Multisystem Ethical Framework. Their "onion" model, included below as figure 2, graphically shows the levels of culture to be symbols, heroes, rituals, values and practices. These closely reflect Trevino and Nelson's elements of informal culture shown in figure 1. In addition to the three categories that use the same title as Trevino and Nelson's model, the values and symbols in the onion model are broadly included in the norms and language components respectively of Trevino and Nelson's informal cultural systems. The differences between these two models can be attributed to the differing approaches of the academics. While Hofstede et al. have attempted to explain culture as a complete system, Trevino and Nelson have acknowledged that different elements of culture have greater influence on the formal or informal organizational culture.

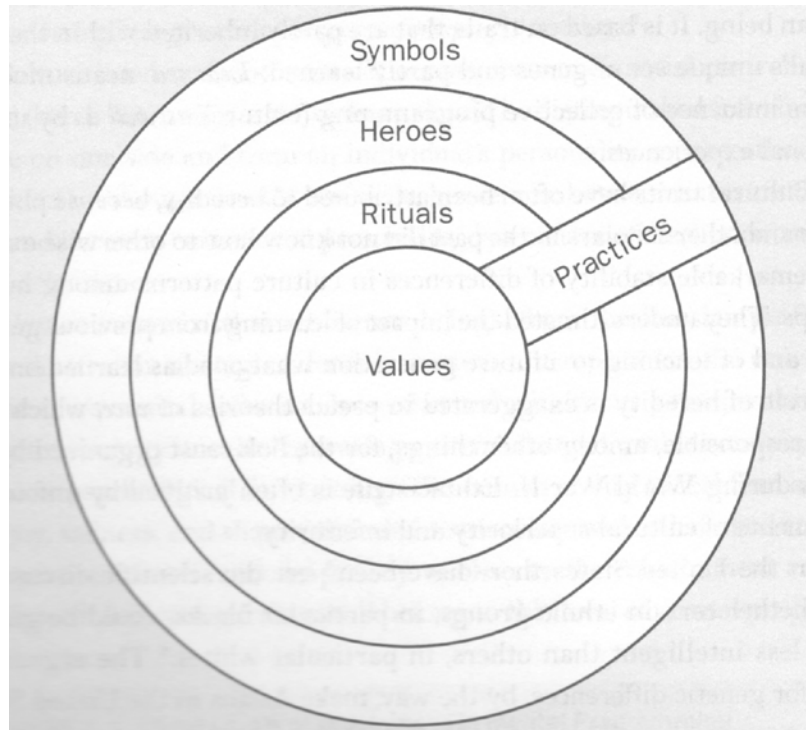


Figure 2. The “Onion”: Manifestations of Culture at different Levels of Depth

*Source:* Geert Hofstede, Gert Jan Hofstede, and Michael Minkov, *Cultures and Organizations: Intercultural Cooperation and its Importance for Survival*, 3rd ed. (New York: McGraw Hill, 2010), 8.

Cummings and Worley, in their 2008 9th edition of *Organization Development and Change*, also acknowledge that culture exists on several levels within an organization. They describe organizational culture as having four levels: artifacts, norms, values and basic assumptions. In this model artifacts are the “visible symbols” of culture such as clothing, organizational structures and procedures. However, outsiders who do not understand the deeper levels of the organization’s culture can easily misunderstand their organizational value. Norms describe the way members of an organization “should behave in a particular situation.” Values are “what is important to the organization and

what deserves their attention.” Basic assumptions are defined as the “deepest level of cultural awareness” that “tell members how to think and feel about things.” Cummings and Worley effectively use this model to define and understand culture before an attempt can be made to change it (Cummings and Worley n.d., 505-521).

Cummings and Worley also acknowledge that understanding an organization’s culture is difficult and time-consuming, especially in large organizations that are comprised of many sub-cultures, including counter-cultures. They argue that affecting culture change in organizations is so difficult that it should only be attempted after all other methods of achieving the desired result have been exhausted. Building on their explanation of the levels of culture, they claim that “some values and beliefs that people espouse have little to do with the ones they really hold and follow” (Cummings and Worley n.d., 525). This infers that to understand an organization’s entire culture there is a need to examine the actual behavior, as well and the espoused values, of each sub-system in the whole organization.

In *Organizational Culture and Leadership*, Edgar Schein offers an equally convincing analysis of the nature of an organization’s culture. He defines culture as having three levels, as opposed to Cummings and Worley’s four levels: artifacts, espoused beliefs and values, and basic underlying assumptions (Schein 2010, 24). While there are subtle differences to Cummings and Worley’s four categories, Schein’s definitions essentially combine the areas of “artifacts” and “norms” into the one category of “artifacts.” The differences in these models illustrate how the nuanced nature of culture makes it difficult to categorize. However, Schein’s levels of culture are the more broadly accepted (see for example Burke 2011, 235).



Schein's work is most useful in expressing the relationship between macro-cultures, sub-cultures, and mirco-cultures inside an organization. He offers the thesis: "Much of what happens in an organization that has existed for some time can best be understood as a set of interactions of sub-cultures operating within the larger context of the organizational culture" (Schein 2010, 55). He argues that sub-cultures take some of their assumptions from the broader organizational culture, but also develop independent characteristics. This provides further weight to the need to understand each separate sub-culture in an organization if broader change is to be achieved.

Since the 1980s, Harvard Business School Professor John P. Kotter has been one of the most respected academics examining leadership and organizational change. His "Eight-Stage Process for Creating Major Change" (1996, 21) has been widely taught and used as a model for business change. His work is worth noting because of the significant contribution he has made to the dialogue on organizational change, including cultural change. The focus of Kotter's work is primarily on leadership and change more broadly than just cultural change. However, the limited analysis of the levels of culture in the "Eight Stage Process" largely complements the more detailed works and have been widely read and applied. In particular, Kotter argues that both the "Norms and Group Behavior" and "Shared Values" components of culture must be addressed to realize cultural change (1996, 21). Kotter's work in this area provides a solid background for understanding the components of culture, but does not provide the depth of detail required in a model to examine if an organization is attempting to change both its formal and informal cultures. Kotter's contribution in the "Eight-Stage Process" highlights the need for two-way communication between the guiding coalition (formal culture) and the

bulk of the organization (informal culture) if change plans are to be effectively communicated and implemented. He contends that questioning, challenging and arguing about policy changes are important steps for members at all levels of an organization's change management process (1996, 99-100). This is noteworthy in considering attempts to change informal culture in a military organization if directive leadership discourages open debate about directed policies. The reality is that allowing such confrontation is an important step in developing broad buy-in to culture change policies.

The literature referred to in this chapter supports the contention that attempts to change ethical culture are more likely to succeed if both the formal and informal levels of culture are addressed. Of the models put forward, the Multisystem Ethical Framework presented by Trevino and Nelson provides the most practical model for examining if the *Pathway to Change* program is addressing both formal and informal elements of the ADF's culture.

#### Secondary Research Question 2A: Academic Work on Systems-Based Approaches

This section considers the key academic work on systems-based approaches to culture change in addressing secondary research question 2A—What insights does academia provide into the versatility of systems-based approaches in affecting culture change by addressing both the formal and informal elements of an organization's culture? It concludes that Peter Checkland's "Soft System Methodology" is an appropriate model against which to test if *Pathway to Change* is employing a systems-based approach.

"Systems thinking" emerged from scientific research methods in the 1970s, and has evolved to offer several different models that can be applied in analyzing the

challenges of organizational change, including cultural change. Collectively the different systems-based approaches have offered an “alternative to the reductionistic and disciplines-bound mainstream in social sciences” (Barton et al. 2004, 4). They acknowledge that an understanding of all the complexities of an issue assists in formulating approaches that are likely to improve a situation. Models for system thinking are contradictory in nature as they attempt to assist in understanding the complexity of a real world issue by creating a simplified representation of it. As a result all models must “choose certain features as critical,” which creates different focuses of different models (Cummings and Worley n.d., 88).

In *Organization Change: Theory and Practice*, W. Warner Burke presents a convincing case for the effectiveness of a systems-based approach in facilitating cultural change. He shows that such an approach is more likely to realize change because it can effectively target the groups and components of an organization’s culture. Burke’s work supports the premise that a systems-based approach offers an effective means of aligning change to group norms, which are a key component of informal culture (Burke 2011).

It is beyond the scope of this paper to provide a full history of the development of systems methodology. Martin Reynolds and Sue Holwell in *Systems Approaches to Managing Change: A Practical Guide*, provide an authoritative comparison of five of the most widely accepted systems-based methodologies (Reynolds and Holwell 2010). Their book draws together commentaries of five key methodologies: “System Dynamics” developed by Jay Forrester; “Viable Systems Model” pioneered by Stafford Beer; “Strategic Options Development and Analysis” developed by Colin Eden; Peter

Checkland's "Soft Systems Methodology"; and Werner Ulrich's "Critical Systems Heuristics."

There are three main reasons for adopting Checkland's soft system methodology model as the most suitable for considering the implementation of *Pathway to Change*. First, it offers a well-proven and widely accepted systems-based approach that has been extensively field tested and refined over several decades. Second, the system was designed for application by large organizations facing problematic situations (Checkland and Poulter 2006), and is somewhat easier to understand for those without a detailed background in systems methodology. This is an important consideration in selecting a model to assess if the ADF has applied a systems-based approach in *Pathway to Change*. Any approach used within an organization should be clearly understood by all concerned if it is to be effectively implemented across the organization. Third, soft systems methodology is designed to analyze actions, unlike other methodologies that focus on entities, processes, options, or sources of influence (Reynolds and Holwell 2010, 296). This focus on actions makes it easy to apply in testing if a systems-based approach has been taken in addressing a situation because it allows analysis to focus on assessing if tangible actions have occurred.

Checkland derived Soft Systems Methodology from the shortcomings he identified while attempting to apply "hard" systems methodology to complex problems. In particular, he found that the most complex problems were not well structured or easily defined. With Soft System Methodology significant weight is given to defining the problematic situation itself. Central to his model is the need to understand the differing "worldviews" or cultural perceptions of the people with a stake in the problematic

situation. His system attempts to improve such situations by developing a perception of the problem and building activity models based on the differing worldviews of those involved. His model then uses the understanding of the perceived real-world problem and the differing worldviews to inform a structured discussion about change. These discussions aim to find compromise between differing worldviews to identify actions to improve the problematic situation. These actions then impact the real-world situation requiring the process to be repeated to allow continued improvement. Figure 3 shows an iconic representation of the Soft Systems Methodology learning cycle.

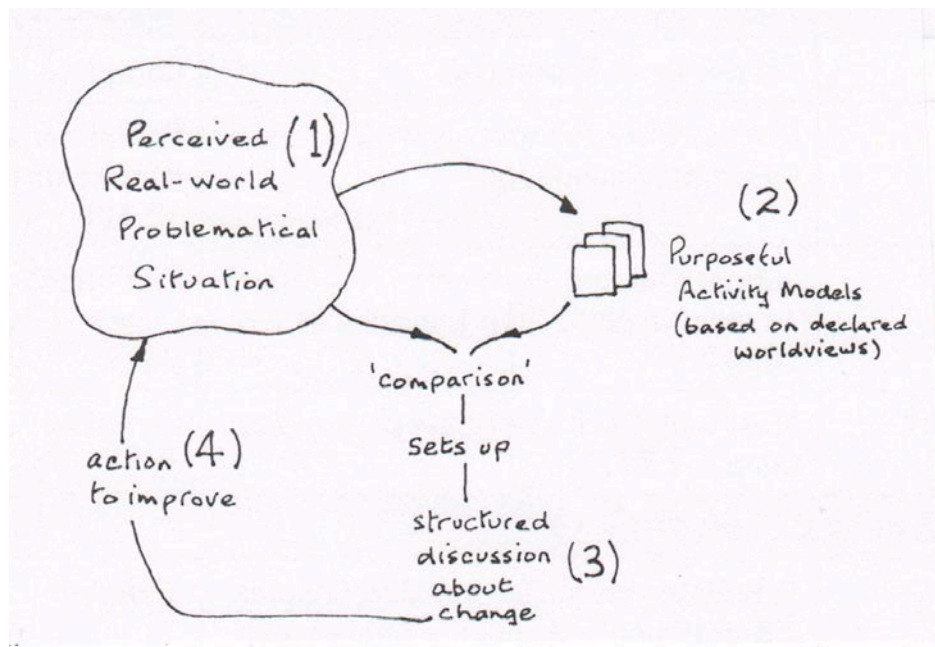


Figure 3. The Iconic Representation of SSM's learning cycle

Source: Peter Checkland and John Poulter, *Learning for Action: A Short Definitive Account of Soft Systems Methodology and its use for Practitioners, Teachers And Students* (Chichester: John Wiley & Sons, 2006), 13.

In defining problematic situations, soft systems methodology identifies three elements of analysis. Analysis 1 is the intervention itself. This stage determines the perspectives or “worldviews” from which the problematic situation should be considered. Analysis 2 considers the situation’s social aspects. This analysis focuses on culture and considers if the roles, norms, and values have been considered from all perspectives. Analysis 3 considers the “political” aspects of the situation. It asks how politics and power influence the analysis (Checkland and Poulter 2006).

Experienced practitioners of systems-based approaches to change often choose to apply a mixture of methodologies to allow them to take different components from several methodologies and apply what they assess to be the most appropriate model to a specific situation (Mingers 2002). Such an approach has its merits, particularly when applied by highly experienced practitioners of systems-based change models. However, for the purpose of examining *Pathway to Change*, the benefits of applying a proven methodology outweigh the benefits from combining methodologies. This thesis, therefore, focuses on Checkland’s Soft System Methodology but recognizes that a broader consideration of academic work in the area can enhance the application of this model.

While not offering a complete model, Dietrich Dorner’s contribution to the understanding of the practical application of systems approaches, in *The Logic of Failure: Recognizing and Avoiding Error in Complex Situations*, is worthy of note. His ideas can be employed to compliment Checkland’s models as he argues strongly for the need to develop an understanding of entire systems to avoid treating issues in isolation which risks undesired “side effects and repercussions” (Dorner 1996, 87-8). Dorner also

argues that in addressing highly complex problems, solutions are often better realized by leaders broadly defining problems and then allowing subordinates to find solutions. This point is interesting from a military perspective, as western militaries have long claimed to apply this method for operational planning and combat situations, calling it “mission command” or *auftragstaktik*. Dorner also questions the value of using “eminent independent advisors” to address complex issues, claiming that at times they can “add to the complexity of the problem” (Dorner 1996, 161). Given the centralized nature of *Pathway to Change*, the bureaucratic nature of its culture change directives, and the number of independent advisors employed by the ADF to conduct reviews and offer advice, Dorner’s work offers an alternative appraisal as to what the most effective drivers of culture change are.

James O’Toole’s 1995 book *Leading Change* also adds weight to Checkland’s argument for the need to address the “worldviews” of all involved in a change process to achieve cultural change. He argues that the shared assumptions and common cultural values that are key to building successful teams are the same elements that make individuals and organizations resistant to cultural change (185). A major reason for resistance to change is the human “objection to having the will of others imposed on us” (O’Toole 1995, 15). Accepting his argument gives credence to Checkland’s argument of the need to find compromise between different worldviews.

This brief analysis of systems-based approaches to cultural change confirms that it is an effective method to address both the formal and informal levels of a large organization’s culture. Moreover, Checkland’s Soft System Methodology is considered a

suitable model against which to test if *Pathway to Change* is applying a systems-based approach.

### Summary and Conclusions

This chapter reviewed key literature relevant to assessing whether *Pathway to Change* is addressing both the formal and informal levels of organizational culture. It identified that little has been written by way of critique of formal ADF culture change programs. The sources that define ADF culture in its various forms have been identified as: formal culture statements; official reviews into culture and behavior; limited academic attempts to define ADF culture; autobiographical and fictional works that influence ADF culture; and the limitations of media reporting. These sources show that the ethical behavior of some past and present members of the ADF have been out of alignment with the formally espoused values of the organization.

This chapter has also answered secondary research questions 1A and 2A in establishing that academic work strongly advocates the need to address both the formal and informal levels of a large organization's culture to effectively achieve cultural change. Academic work also indicates that applying a systems-based approach to culture change programs is an effective means of addressing the issue.

After reviewing the academic work on these subjects the chapter concluded that Linda Trevino and Katherine Nelson's "Multisystem Ethical Culture Framework" and Peter Checkland's "Soft System Methodology" are the most appropriate models to apply in examining if the *Pathway to Change* is effectively addressing both the formal and informal levels of the organization's culture.



To date there has been little published by academics or member of the ADF to test ADF culture change programs against accepted and proven academic models for successfully implementing organizational cultural change. In implementing its latest attempt to improve organizational culture—*Pathway to Change*—the ADF has acknowledged that its previous attempts at such change have not always been successful. To avoid repeating mistakes from previous attempts, the ADF claims to be taking a “systems-based approach” in implementing *Pathway to Change*. This thesis examines if such an approach is actually being applied.

Next, chapter 3 describes the research methodology that is used in chapter 4 to address the primary research question and secondary research questions 1B and 2B. Through the application of Trevino and Nelson’s “Multisystem Ethical Framework” and Checkland’s “Soft Systems Methodology” models, the implementation of *Pathway to Change* is examined to determine if the ADF is adequately addressing both the formal and informal elements of its culture.

## CHAPTER 3

### RESEARCH METHODOLOGY

However beautiful the strategy, you should occasionally look at the results.  
— Sir Winston Churchill

#### Introduction

The purpose of this study is to investigate if *Pathway to Change*—the ADF’s current culture change program—is effectively addressing both formal and informal elements of the organization’s culture. Chapter 2 examined the difference between formal and informal organizational culture and presented academic work on culture change, which indicates that effectively changing an organization’s culture requires both of these levels of culture to be addressed. Chapter 2 also explained that a systems-based approach provides a proven method for implementing change. This chapter describes the methodology applied in chapter 4 to test whether the ADF’s *Pathway to Change* program is addressing both the formal and informal levels of its culture, and if it is employing a systems-based approach. These two factors are accepted by culture change experts as being essential elements of cultural change strategy, so this study will provide insights into the likely effectiveness of the ADF’s *Pathway to Change* program. In doing so, it seeks to determine if this central mechanism for the ADF’s current attempts at ethical cultural change represents a significantly different approach to previous unsuccessful attempts to reform ADF culture.

This chapter describes the steps taken to obtain information and sets out how the findings from the investigation of secondary research questions 1A and 2A in chapter 2 will be used in chapter 4 to address secondary research questions 1B and 2B. The

methodology applies elements of Trevino and Nelson’s “Multisystem Ethical Framework” and Checkland’s “Soft Systems Methodology” as models to test if the *Pathway to Change* addresses both formal and informal elements of culture (Trevino and Nelson), and if it applies a systems-based approach (Checkland). Finally, the chapter describes how the findings from these two secondary research questions inform the consideration of the primary research question, viz: Does *Pathway to Change*—the ADF’s current culture change program—effectively address both the formal and informal elements of ADF culture?

### Information Collection Methods

Deciding the criteria for information collection and management on the broad topic of organizational culture for an organization as large as the ADF presents a significant research dilemma. Official ADF and Department of Defence reports relating to ADF culture are an obvious starting point, but attempting to develop an understanding of the informal culture of sub-groups within the organization presents a much more nuanced challenge. Checkland’s Soft System Methodology acknowledges such challenges, noting: “Outcomes arrive from no formula, they arrive from the idiosyncrasies of the situations addressed” (Checkland and Poulter 2006, 159). Checkland recommends not getting “bogged down” in “agonizing detail,” but instead advocates broadly reviewing the situation to identify where issues lie and then being selective in addressing them (Checkland and Poulter 2006, 163). The collection of information for this research, given the breadth of the topic, has relied on combining a systematic consideration of relevant ADF documents with proven academic models on key issues of change.

The research commenced with the collection of publically available ADF and Department of Defence reviews, reports, enquiries, and documents linked to the *Pathway to Change* review. The key reviews are listed in Appendix A. The ADF has also compiled updates on the progress of reform actions directed by the reviews, the most recent being the *Progress Report for the Cultural Reform Steering Committee of 10 October 2013: Implementation of Pathway to Change*. While these documents provide seemingly comprehensive information on the ADF's official approach to culture change, they do not fully reflect the process used to compile the documents, and fail to provide full insight on the ADF's approach to culture change. Updates on the progress of the *Pathway to Change* program list "actions" completed but do not provide detailed analysis of real progress. The records of meetings that approved the update reports may provide further information, but these are not currently publically available.

Information on models for systems-based approaches and the role of the relationship between formal and informal organizational cultures is set out in the literature review presented in chapter 2. Given the large number of studies available on organizational culture, advice was sought on the key texts in the area, and research was expanded to consider the most widely accepted models. As discussed in the literature review, Trevino and Nelson's Multisystem Ethical Framework and Checkland's Soft Systems Methodology models have been determined as the most appropriate for assessing the effectiveness of the implementation of *Pathway to Change*.

The idiosyncratic and diverse nature of ADF culture and sub-cultures means that collecting and managing information that could be used to develop a firm understanding of ADF culture and sub-cultures was a more challenging endeavor. The task began with a

review of the ADF and single service journals. Fortuitously, the *Australian Army Journal* released a special culture edition in 2013 and is reviewed in chapter 2. A search was also undertaken of academic journals to identify scholarly works addressing ADF culture and culture change. The last source was Australian media reporting related to ADF culture during the compilation of this thesis. Media monitoring focused on *The Australian* newspaper and the online news service of the Australian Broadcasting Corporation (Australia's national public broadcaster). In addition to monitoring current news sources, archived articles were reviewed to capture coverage of key events that have affected the implementation of *Pathway to Change*.

The choices of literature and historical pieces to provide a background to this study were important in defining the myths and heroes of the informal ADF cultures. While Australian military historians have not neglected these aspects, there is a place in this study to consider autobiographical or fictional works written by current or former service persons. Australian military historian Colonel E. G. Keogh claimed that "if you want to know what war was like from the point of view of the fighting man, read novels" (1965, 15). The author's experience of the works most widely read by current serving members of the Australian Army formed the basis for the choice of fictional works considered. For historical studies addressing ADF culture, priority was given to a highly credible revisionist work that questioned the popular cultural norm of the Australian soldier. This work provides points of contrast to the officially presented versions on the historical characteristics of Australian servicemen.

### Information Analysis Method

The following sub-sections describe the information analysis methods used to address, in order, secondary research questions 1B and 2B, and the primary research question.

#### Secondary Research Question 1B: Is the ADF Addressing Formal and Informal Culture?

In examining secondary research question 1B this study asks: Does the ADF's *Pathway to Change* program address both the formal and informal elements of organizational culture presented in relevant academic studies?

This thesis reviews each recommendation identified in *Pathway to Change* and assesses if it addresses an element of the ADF's formal or informal culture, or if it addresses aspects of both formal and informal culture. In addition to the 153 recommendations listed in the original *Pathway to Change* document, the 21 recommendations made in part two of the Broderick Review—*Review of the treatment of women in the ADF* are also considered. Once the reviews and updates are taken into account, the exact number of recommendations that have now been made is difficult to determine. Some recommendations also have sub-points, and *Pathway to Change* extrapolated “additional advice” from the *Review into the use of Alcohol in the ADF*, which were not formal recommendations of the original report. For the purpose of analysis this report treats these points of “additional advice” in the same manner as other recommendations. Where recommendations have sub-points they are treated as separate recommendations if the sub-points advise a separate action. Where a sub-point only gives clarification on the entire recommendation they are considered as a single

recommendation. Applying this method, the report considers 174 recommendations. The results of this assessment are at table 1, which tabulates the findings of the recommendations from each review that informed *Pathway to Change*. The analysis of these findings answers secondary research question 1B in describing the extent to which *Pathway to Change* addresses the formal and informal elements of ADF culture. Select examples for this methodology are at Appendix B.

Table 1. Element/s of culture addressed by *Pathway to Change* Recommendations

Policy Document	Total Number of Recommendations	Element/s of Culture addressed by Recommendation		
		Formal Culture	Formal & Informal Culture	Informal Culture
Orme: Review of ADF Personal Conduct				
Hamilton: Review of the use of Alcohol in the ADF				
Hudson: Review of Social Media and Defence				
Earley: Review of Management of Incidents				
Broderick (Ph. 1) Review of Treatment of Women at ADFA				
Broderick (Ph. 2) Review of Treatment of Women in the ADF				
McGregor: Review of Employment Pathways for APS Women in the Department of Defence				
Black: Review of Defence Force Accountability Framework				
Shared Services Review				
<b>TOTAL</b>				

*Source:* Created by author.

The elements of formal and informal culture against which each recommendation of the ADF program is considered are taken from Trevino and Nelson's Multisystem Ethical Framework (chapter 2, figure 1). As discussed, there are six formal systems led by the executive leadership: selection systems, policies/codes, orientation/training, performance management, authority structure, and decision processes. Four informal



systems are personified by the organization's role models or heroes. These are: norms, rituals, myths/stories, and language.

#### Secondary Research Question 2B: Is the ADF Applying a Systems-Based Approach?

In examining secondary research question 2B, this study asks: Does the ADF's *Pathway to Change* program apply a systems-based approach as described in academic research methodology?

Checkland's Soft Systems Methodology is used as the model against which to investigate if the four different kinds of activities that form the basis of the methodology are evident in the *Pathway to Change* report and in the reviews from which recommendations have been drawn. These are shown in table 2. Each review, and its recommendations, is assessed to determine if there is evidence for each of the activities of a systems-based approach occurring. That is, this process aims to identify whether the key elements of a systems-based approach has been applied in developing *Pathway to Change* by considering whether or not the activities are evident in the reviews. In considering the reviews the exact methods of Soft Systems Methodology are not sought. Instead the study examines only if each of the key elements of a systems-based approach have been applied to each review.

Table 2. Assessment of the Application of Soft Systems Methodology Activities in *Pathway to Change*

Policy Document	Soft Systems Methodology Activity			
	Finding out about problematic situation	Model building based on worldviews	Structured discussion to find desirable and culturally feasible outcomes	Define or take action to improve situation
Pathway to Change: Evolving Defence Culture				
Orme: Review of ADF Personal Conduct				
Hamilton: Review of the use of Alcohol in the ADF				
Hudson: Review of Social Media and Defence				
Earley: Review of Management of Incidents				
Broderick (Ph. 1) Review of Treatment of Women at ADFA				
Broderick (Ph. 2) Review of Treatment of Women in the ADF				
McGregor: Review of Employment Pathways for APS Women in the Department of Defence				
Black: Review of Defence Force Accountability Framework				

*Source:* Created by author.

It should be noted that the reviews shown in table 1 and table 2 are slightly different. Table 2 includes the *Pathway to Change* Report. This report is not included in table 1 as the report does not offer its own recommendations; it only compiles recommendations from other reviews. Table 2 does not include the *Shared Services*

*Review*, as a publically available copy of this report could not be obtained. However, the recommendations from this report are listed in *Pathway to Change*, so are considered in table 1.

In testing the first activity in the table—“finding out about problematic situation”—this study reviews the documents for evidence of the three analyzes set out by Checkland and Poulter: the intervention, the social and the political analyzes (Checkland and Poulter 2006). Evidence of the activity in all three analyzes is essential in deeming the activity to have occurred. In considering the intervention analysis, the test applied asks if the review identifies all owners of the issues to be addressed, not just the client. To test if the social analysis has occurred, the question is whether the review reflects a consideration of the roles, norms and values as they apply to the owners of issues identified in the intervention analysis? Finally, to consider whether the political analysis is evident in the reviews, the study asks if the review considers how power is expressed around the issues addressed in the review? If it is evident that all three of these analyzes were applied in conducting a review, “yes” is recorded in the table of results. As this activity requires all three analyzes to be conducted, if upon consideration of a review, evidence of one or more of the reviews occurring is not identified, “no” is recorded in the table of results.

To test if the second activity listed in the table—“building models based on worldviews”—is apparent in the reviews, the study asks if the situation being addressed is considered from the perspective of each of the relevant worldviews. It considers if the differing worldviews of those with a role in the issues addressed by the review are identified and considered in developing an understanding of the issues addressed.

To test if the activity “structured discussion to find desirable and culturally feasible outcomes” is evident in the reviews that inform *Pathway to Change*, the study asks if the review attempts “to find a version of the real situation and ways to improve it which different people with different worldviews can nevertheless *live* with” (Checkland and Poulter 2006, 54). If it considers that this has occurred, “yes” is recorded in the table. If it is apparent that the review suggests implementing actions by only the “arbitrary exercise of power” (Checkland and Poulter 2006, 54), without considering if such actions are acceptable to different worldviews, “no” is shown in the table.

In testing the last action shown on table 2–“define or take action to improve situation”–the study considers if the reviews express recommendations for actions which address a combination of structures, processes and attitudes that are relevant to the issues identified in the reviews.

An analysis of the results shown in table 2 is then offered in answer to secondary research question 2B. In doing so, the analysis will identify if *Pathway to Change* employs a systems-based approach. It also offers a commentary as to the extent to which *Pathway to Change* utilizes the different elements of a systems-based approach.

### Primary Research Question

The primary research question addressed by this study is: Does *Pathway to Change*–the Australian Defence Force’s current culture change program–effectively address both the formal and informal elements of ADF culture?

This question is answered by considering the findings from the secondary research questions. It presents as a narrative, which describes what the findings from the

secondary research questions indicate about whether *Pathway to Change* effectively addresses both the formal and informal elements of ADF culture.

### Summary and Conclusions

This chapter describes the methodology that is employed in chapter 4 to answer the primary research question, and secondary research questions 1B and 2B. It describes how elements of Trevino and Nelson's Multisystem Ethical Framework and Checkland's Soft Systems Methodology are used as models to investigate secondary research questions 1B and 2B respectively. It concludes by explaining how the findings from consideration of the secondary research questions will inform a narrative to address the primary research question.

Next, chapter 4 applies the research methodology described in this chapter, first, to consider secondary research questions 1B and 2B and, second, to examine the primary research question: Does *Pathway to Change*—the ADF's current culture change program—effectively address both the formal and informal elements of ADF culture?

## CHAPTER 4

### ANALYSIS

Our solutions—often times very sound—have resulted in new processes, new systems and new rules. These changes alone will not prevent such problems emerging.

— Department of Defence (Australia),  
*Pathway to Change: Evolving Defence Culture*

#### Introduction

The purpose of this thesis is to investigate if *Pathway to Change*—the ADF’s current culture change program—is effectively addressing both formal and informal elements of the organization’s culture. Chapter 2 identified the difference between formal and informal organizational culture, and explained academic research on cultural change, which indicate that effectively changing an organization’s culture requires both of these levels of culture to be addressed. The chapter also explained that a systems-based approach provides a proven method for changing both formal and informal levels of an organization’s culture. Chapter 3 described the research methodology used in this chapter to test whether the ADF’s *Pathway to Change* program is addressing both the formal and informal levels of its culture, and if it is employing a systems-based approach. These findings are used chapter 5 to draw insights into the likely effectiveness of the *Pathway to Change* program.

#### Findings: Secondary Research Questions

The following two sub-sections of this chapter address secondary research questions 1B and then 2B by applying the research methodology described in chapter 3.

The finding from these secondary research questions informs consideration of the primary research question later in the chapter.

Secondary Research Question 1B: Is the ADF  
Addressing Formal and Informal Culture?

Secondary research question 1B is: Does the ADF's *Pathway to Change* program address both the formal and informal elements of organizational culture presented in relevant academic studies? Table 3 shows the number of recommendations from each supporting review to *Pathway to Change* that address formal, formal and informal, or informal elements of ADF culture.

Table 3. Element/s of culture addressed by *Pathway to Change* Recommendations

Policy Document	Total Number of Recommendations	Element/s of Culture addressed by Recommendation		
		Formal Culture	Formal & Informal Culture	Informal Culture
Orme: Review of ADF Personal Conduct	8	5	3	0
Hamilton: Review of the use of Alcohol in the ADF	19	18	1	0
Hudson: Review of Social Media and Defence	7	7	0	0
Earley: Review of Management of Incidents	43	41	1	1
Broderick (Ph. 1) Review of Treatment of Women at ADFA	37	32	2	3
Broderick (Ph. 2) Review of Treatment of Women in the ADF	21	15	6	0
McGregor: Review of Employment Pathways for APS Women in the Department of Defence	20	12	7	1
Black: Review of Defence Force Accountability Framework	15	14	1	0
Shared Services Review	4	4	0	0
<b>TOTAL</b>	<b>174</b>	<b>148</b>	<b>21</b>	<b>5</b>

*Source:* Created by author.

Consideration of each of the 174 recommendations found that: 148 recommendations address predominantly formal elements of culture; 21 recommendations address both formal and informal elements of culture; and five recommendations address predominantly informal elements of culture. Adding the 21 recommendations that address both formal and informal elements of culture to the five



that address predominantly informal elements of culture, indicates that only 26 recommendations are directly aimed at informal elements of ADF culture. This means that slightly less than 15 percent of the 174 recommendations in *Pathway to Change* directly address informal elements of ADF culture.

The findings in table 3 also show that the recommendations that address informal culture (including those which address both formal and informal elements of culture) are not evenly distributed between the reports that inform *Pathway to Change*. Instead, 19 of the 26 recommendations that address informal elements of culture were drawn from the three reports that consider the role of women in Defence. In fact, almost 25 percent of the recommendations from these three reports address informal elements of ADF culture. In *Beyond Compliance* (the review of ADF personal conduct) three of the eight recommendations (37.5 percent) addressed informal culture. In *The Review into the use of Alcohol in the ADF* only one of the 19 recommendations directly address informal elements of culture. Interestingly, in the *Review of Social Media and Defence* all seven of the recommendations focused on formal elements of ADF culture.

In examining the recommendations in *Pathway to Change* that address formal and informal elements of ADF culture two significant trends became apparent. The first trend is that a significant number of recommendations categorized as addressing informal culture, or both formal and informal culture, are expressed in general terms and do not contain detail as to how the recommendation should be implemented, which contrasts with the many recommendations addressing formal aspects of ADF culture. The second trend is that none of the recommendations addressing informal aspects of culture taken

from the reviews by Inspector General Earley or Major General Orme are fully endorsed in *Pathway to Change*. Instead they are “agreed in-principle.”

An example of the trend showing less specific recommendations addressing informal culture than those addressing formal aspects of culture is the *Review into the Treatment of Women at ADFA* recommendation, that “strategies should be developed to . . . eliminate stigma associated with medical restrictions” (Department of Defence (Australia) 2011, 47). This is not a recommendation for action but instead a statement of the desired outcome of cultural change, which is not supported by a plan to achieve the desired outcome.

Another example is drawn from the *Review of the Defence Force Accountability Network*, which recommends to “establish mechanisms for increasing contestability of key decisions (e.g., red teams) in a non-adversarial way” (Black 2011, 51). This recommendation presents a clear formal outcome that could be achieved by establishing and training “red teams.” However, it does not address the informal elements of culture that may cause any advice from such “red teams” to be received in an adversarial way.

The second trend showing that the five recommendations of the Earley and Orme reviews addressing informal aspects of culture are only “agreed in-principle” and not fully endorsed is less identifiable as a specific outcome trend. Given that recommendations addressing informal culture drawn from other reviews appear to have been accepted, it may well be that this outcome, at this stage at least, is confined to these two reports. Even then, there is a qualification about the outcome of the two recommendations drawn from Inspector General Earley’s *Review of the Management of Incidents and Complaints in Defence including Civil and Military Jurisdiction*. Both may

well have been agreed in-principle only pending further legal advice. One of the recommendations addressed the ability of commanders to suspend ADF members from duty, and the other required privacy laws to be amended to allow information about judicial and administrative proceeding outcomes to be publicized. It can, therefore, be reasonably assumed that Earley's recommendations were not fully endorsed at the time only to ensure legal compliance.

More significant is that all three of the recommendations addressing informal elements of culture drawn from Major General Orme's review, *Beyond Compliance*, were only "agreed in principle" and not fully accepted. His review has the broadest scope and is the only review of the eight that provided recommendations to *Pathway to Change* that was conducted by a senior serving ADF officer with significant personal experience of the informal elements of ADF culture. Unlike most recommendations from other reviews, the recommendations from *Beyond Compliance* that address elements of informal culture outline a clear plan aimed at modifying elements of the ADF's informal culture. This plan is based on implementing the "Australian profession of arms" concept. Orme's review argues for the "Australian profession of arms" concept to be complimented by implementing a "Hierarch of Controls" approach (Orme 2011). Combined, these two approaches were designed such that they would address the formal and informal elements of ADF culture concurrently. *Beyond Compliance* argues the need for the ADF to "take a wider, strategic and systems-based view for improvement and culture change" (Orme 2011, 15). That none of the report's recommendations designed to guide change in elements the ADF's informal culture have been fully accepted, can only raise doubt as to whether such an approach is occurring.

The relatively high percentage (37.5 percent) of recommendations in Orme's review that address informal aspects of culture suggests that broader reviews conducted by serving ADF officers may provide a means to identify measures to improve informal aspects of ADF cultures. That his recommendations were not fully accepted may indicate that the ADF is less willing to embrace deep changes to the informal elements of its culture than it is to adopt measures to modify formal elements of its culture. Alternatively, this may indicate that the ADF lacks the institutional knowledge of how to change its informal culture.

Secondary Research Question 2B: Is the ADF  
Applying a Systems-Based Approach?

Secondary research question 2B is: Does the ADF's *Pathway to Change* program apply a systems-based approach as described in academic research methodology? This question is answered by assessing if the four activities of Soft System Methodology are evident in *Pathway to Change* and in the eight reviews it draws recommendations from. These activities and the results of this assessment are shown in table 4.

Table 4. Assessment of the Application of Soft Systems Methodology Activities in *Pathway to Change*

Policy Document	Soft Systems Methodology Activity			
	Finding out about problematic situation	Model building based on world views	Structured discussion to find desirable and culturally feasible outcomes	Define or take action to improve situation
Pathway to Change: Evolving Defence Culture	YES	NO	NO	YES
Orme: Review of ADF Personal Conduct	YES	YES	YES	YES
Hamilton: Review of the use of Alcohol in the ADF	YES	NO	NO	YES
Hudson: Review of Social Media and Defence	YES	YES	YES	NO
Earley: Review of Management of Incidents	YES	YES	YES	NO
Broderick (Ph. 1) Review of Treatment of Women at ADFA	YES	NO	NO	YES
Broderick (Ph. 2) Review of Treatment of Women in the ADF	YES	NO	NO	YES
McGregor: Review of Employment Pathways for APS Women in the Department of Defence	YES	YES	YES	YES
Black: Review of Defence Force Accountability Framework	YES	YES	YES	YES

Source: Created by author.

Table 4 shows that the application of all four of the activities of Soft Systems Methodology are evident in three of the nine reviews. A further two reviews reflect use of three of the activities, while four of the reviews apply only two of the activities. All nine reviews applied the first activity in the table—“finding out about problematic situation”—

indicating that conduct of these reviews has made a contribution to identifying the factors influencing culture in the ADF. The reviews have identified the owners of the issues being addressed, the social roles, norms and values of these groups, and manner in which power is expressed around the issue.

Table 4 identifies that four reports (*Pathway to Change*; the Hamilton review addressing the use of alcohol in the ADF; and both phases of the Broderick review regarding the treatment of women at ADFA and in the ADF) apply only two of the four activities of Soft System Methodology, and fail to apply the same two activities—“model building based on world views” and “structured discussion to find desirable and culturally feasible outcomes.” These four reviews have identified the main stakeholders and social roles, norms and values to be changed. However, they have failed to broadly consider the different worldviews of all individuals and groups who have ownership of the issues they seek to address. As a result, these reviews do not reflect a structured conversation or consideration of the issue in a manner that seeks to build genuine consensus or a solution that accommodates differing worldviews. Accordingly, the recommendations of these reports tend to rely upon the arbitrary exercise of power for their implementation.

An example of this can be seen in the *Review of the use of Alcohol in the ADF*. This report identifies the underlying elements of Australian and ADF culture that contribute to the issues caused by alcohol abuse in the ADF. Instead of seeking to engage with those members of the ADF who demonstrate these practices, the review recommends policy and procedural changes that attempt to modify behavior without addressing the underlying informal cultural issues.

This same pattern is also evident in both of the Broderick reviews, which provide valuable insights into the varied informal cultural roles, norms and values that influence the treatment of women in the ADF and at ADFA. However, these reviews also fail to fully consider differing values and to develop recommendations that are likely to be well supported by people holding differing worldviews. An example of this can be seen in the recommendation to improve the quality of staff at ADFA. The report identifies the underlying reasons why the career management agencies and many ADF officers and senior non-commissioned officers consider a staff posting at ADFA to be undesirable (Commissioner 2011, 23). While it goes on to recommend improving the quality of staff, the report fails to consider measures that would change underlying cultural issues that prevent ADFA from consistently attracting the highest quality staff. The results of this are reflected in Commissioner Broderick's 2013 audit of her initial review in which she found that "in 2012 there was still wide variability in the quality of staff posted at ADFA" (Australian Human Rights Commissioner 2013, 9).

The *Pathway to Change* report fails to reflect application of "model building based on world views" and "structured discussion to find desirable and culturally feasible outcomes." Two factors could be at play here. First, three of the eight reports informing the review did not address the activities. Second, as *Pathway to Change* draws heavily on the reports it takes recommendations from, it is fair to accept that although these activities are not reflected in the document itself, they have to some extent occurred by virtue of the fact that they are evident in five of the supporting reviews. For this reason, in judging the extent to which the report utilizes a system-based approach, it is important to also consider if it has been employed in its source documents.

Both Hudson's *Review of Social Media and Defence* and Earley's *Review of the Management of Incidents and Complaints in Defence*, appear to have undertaken three of the four activities of a system-based approach, but not the activity to "define or take action to improve the situation." While both reports make recommendations, they address only structures and process, while not directly addressing attitudes. This may be due to the reviews being narrowly focused on reviewing legal and technical systems. While they have considered the role of attitudes and values in the reports, the resulting recommendations focus purely upon amending or reinforcing structures or procedures; an appropriate outcome for highly focused reports of this nature that can be used to inform broader organizational plans to address attitudes. One of the submissions to Earley's review noted: "it is emphasized that this review has largely been conducted in isolation of the other concurrent reviews into Defence culture. Therefore, its recommendations will need to be reconciled with those of the other reviews" (Department of Defence (Australia) 2011b, 2-2).

Three reports reflect the use of all four activities. These are: Orme's *Beyond Compliance*; McGregor's *Review of Employment Pathways for APS Women in the Department of Defence*; and Black's *Review of the Defence Force Accountability Framework*.

Major General Orme's review considering personal conduct in the ADF, focuses most heavily on implementing cultural change by developing an understanding of cultural factors that influence the conduct of ADF member and then proposing an alternate inclusive culture based on the Australian Profession of Arms concept (Orme 2011, 37). This approach recognizes the divergent values that exist inside the ADF and



attempts to provide an alternate narrative upon which to base mutually acceptable values and norms. Considered in their entirety the recommendations from this report suggest actions that are designed to change structures, processes, and attitudes concurrently.

The *Review of Employment Pathways for APS Women in the Department of Defence* also appears to employ all four actions of a systems-based approach to cultural change. It is the only review that expressly claims to use an established theoretical framework addressing the different levels of culture in the conduct of research. A framework was applied to assist research during employee focus groups that examined five elements of organizational culture: “norms and practices; leadership; symbols; traditions and rituals; and stories and legends” (Department of Defence 2011d, 32). These elements reflect the informal elements of culture and are therefore likely to have focused the research on the different worldviews that exist within the organization.

In considering the four systems-based approach actions, Black’s *Review of the Defence Force Accountability Framework* defines the cultural environment in which Defence accountability takes place and provides recommendations for accountability interventions. It goes on to investigate “how to ensure that accountability interventions lead to the necessary changes in behavior” and in so doing addresses the issue by considering a number of elements of both formal and informal culture, by use of a “model for influencing mindset and behavior shifts” (Black 2011, 101). This is shown below as figure 4. The model supports a systems-based approach; particularly because it focuses on the need to foster understanding, which is most likely to be developed by a structured discussion aimed at identifying mutually desirable outcomes.

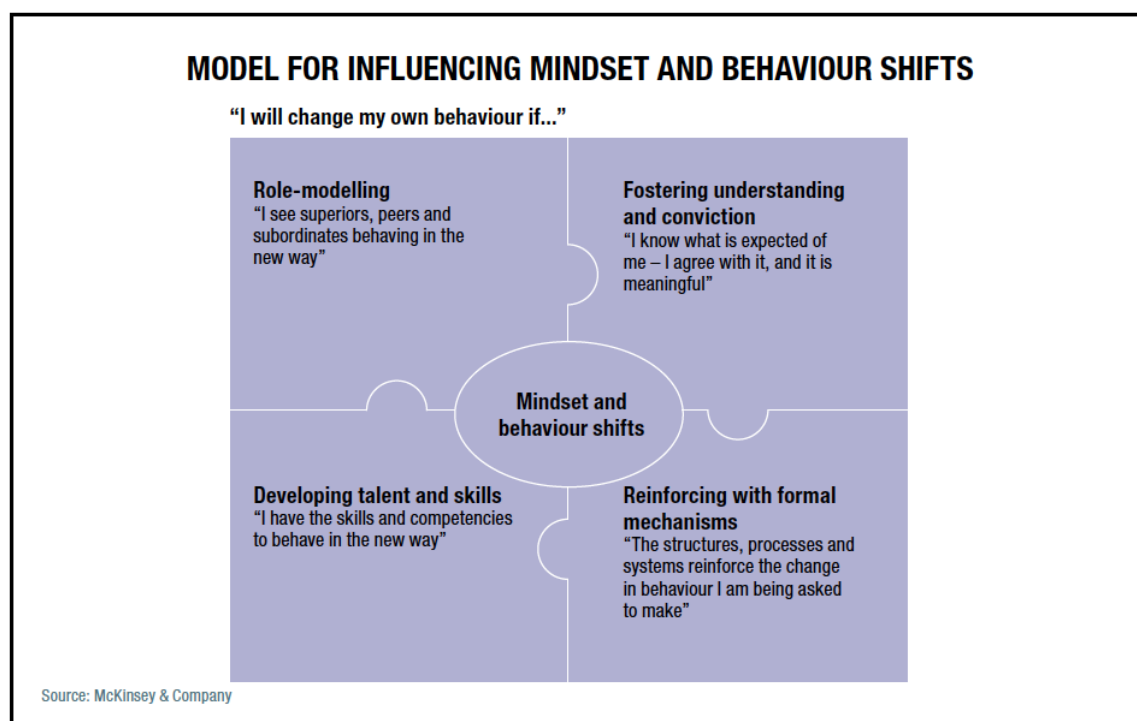


Figure 4. Model for influencing mindset and behavior shifts

Source: Rufus Black, *Review of Defence Force Accountability Framework* (Canberra: Department of Defence (Australia), 2011), 101.

After considering all the reports, this research reveals that the *Pathway to Change* program has employed many of the activities and methods of a systems-based approach to cultural change. However, the research also shows that in some areas a systems-based methodology has not been comprehensively applied; most particularly for the activities of “model building based on world views” and “structured discussion to find desirable and culturally feasible outcomes.” Where it is not apparent that these methods have been employed in the conduct of reviews there is a tendency to offer recommendations that rely on the arbitrary use of power for implementation. If implemented, such

recommendations are likely to achieve reform of the formal elements of the ADF's culture, but not the informal elements.

#### Findings: Primary Research Question

The primary research question addressed by this study is: Does *Pathway to Change*—the ADF's current culture change program—effectively address both the formal and informal elements of ADF culture?

Considered as a whole, the research conducted for the secondary research questions indicates that *Pathway to Change* effectively addresses formal elements of ADF culture but does not comprehensively address informal aspects of the ADF's culture. Cultural change theory indicates that such an approach is likely to result in the ADF's formal and informal systems of culture being out of alignment. If this occurs the ADF is unlikely to realize significant positive cultural change or improved personal conduct by all its members. The research also indicates that the recent series of reviews into ADF culture has adopted many of the elements of a systems-based approach to cultural change. When fully applied such approaches are a proven method to effectively lead change in both the formal and informal elements of an organization's culture. Importantly, all these reviews have made considerable contributions to the development of a sound understanding of the complex cultural environment within the ADF. This understanding provides an excellent platform from which the ADF can more fully address the informal elements of its culture.

A comparison of the findings from secondary research questions 1B and 2B reveal that the reviews that fully apply a systems-based approach were more likely to make recommendations that addressed informal as well as formal elements of the ADF's

culture. This is particularly evident in the *Beyond Compliance* review into personal conduct in the ADF and also in the *Review of Employment Pathways for Women in the ADF*. Although not fully applying a systems-based approach, the two reviews by Commissioner Broderick covering the treatment of women at ADFA and in the ADF made a number of recommendations aimed at addressing informal elements of ADF culture. Some of these recommendations identify the need to change informal culture, however do not identify the method to achieve such cultural change. This indicates that the reviews that fully applied a systems-based approach have developed more practical and actionable recommendations to address informal elements of culture.

The research also reveals that several of the recommendations presented in *Pathway to Change* that proposed the broadest and most significant actions to address informal culture were not fully accepted and endorsed by ADF senior leadership. This includes all three recommendations addressing informal elements of culture made in Major General Orme's review, which received only "in-principle" agreement. Given that changing informal elements of organizational culture usually takes longer and is more difficult to achieve than formal elements of culture, the failure to adopt such recommendations (or a similar alternative) is likely to result in changes to the informal elements of ADF culture lagging behind change to its formal elements.

### Summary and Conclusions

Overall the approach to cultural change articulated by the ADF in *Pathway to Change* effectively addresses the formal elements of its culture, however it falls short of comprehensively addressing the informal elements of ADF culture. The many reviews

that informed *Pathway to Change* did consider methods to improve informal culture in the ADF, however more work is required to effectively drive changes to in this area.

Next, chapter 5 concludes the thesis by offering an interpretation of these findings. It also provides recommendations for further research regarding the challenges faced in effectively implementing cultural change in the ADF. Finally, it offers broad recommendations as to how the ADF can more effectively evolve informal elements of its culture.

## CHAPTER 5

### CONCLUSIONS AND RECOMMENDATIONS

One excellent way to maintain a hypothesis indefinitely is to ignore information that does not conform to it.

— Dietrich Doerner, *The Logic of Failure*

#### Introduction

The purpose of this thesis is to investigate if *Pathway to Change*—the ADF’s current cultural change program—is effectively addressing both formal and informal elements of the organization’s culture. It examines the theoretical work on organizational cultural change, and shows that the weight of expert opinion supports the need to concurrently address both formal and informal element of an organization’s culture to implement effective and lasting change. It shows that the application of a systems-based methodology in pursuing cultural change is a well-proven method to effectively develop and implement changes to both the formal and informal elements of an organization’s culture. The study tests the extent to which the ADF’s current cultural change program is addressing the formal and informal levels of its culture and investigates if it is employing a systems-based methodology.

The recommendations to achieve cultural change presented in *Pathway to Change* predominantly address formal elements of the ADF’s culture. Only 15 percent of the presented recommendations address informal elements of the ADF’s culture, and some of these fail to articulate meaningful implementation mechanisms. The potential impact of implementing this small number of recommendations is reduced, as the ADF’s senior leadership has not fully endorsed a number of the recommendations that most broadly

address informal culture. This analysis contends that the ADF's cultural change program is not effectively addressing informal elements of the organization's culture.

This study of the extent to which the ADF is taking a systems-based approach to cultural change finds that many parts of such an approach are evident in the various reviews into culture. It shows that the reviews provide a detailed analysis of the complex cultural challenges that must be addressed to effectively implement cultural change. However, the study finds the key actions of a systems-based approach had not occurred in the conduct of many of the reviews. In particular, it notes that the reviews often failed to fully consider all the different values or worldviews concerning an issue and to foster a discussion to develop and implement mutually agreeable outcomes. On the positive side, as many elements of a systems-based approach were applied, the reviews provide a solid foundation upon which the ADF could more usefully adopt a systems-based approach in the future.

This chapter offers further interpretation of the findings of this research. It also outlines recommendations for both continued research and for ADF actions in pursuing effective culture change.

### Interpretation of Findings

The results of this study indicate that the *Pathway to Change* program is unlikely to achieve significant improvement in the informal elements of ADF culture. As such, *Pathway to Change* may not have a substantial positive or lasting impact on ADF culture, unless and until it adopts measures that more fully address its informal culture. The study also indicates that the five-year timeline proposed for the implementation of *Pathway to Change* is ambitious. Many changes to formal elements of ADF culture may be

progressed in this timeframe, but based on academic finding from studies of large organizations, it is unlikely that the current program will accomplish meaningful changes to informal elements of ADF culture so quickly.

The focus of the recommendations in *Pathway to Change* on the formal elements of ADF culture reflects the report's own criticism of previous attempts at cultural change as being only "new processes, new systems and new rules" that alone are insufficient to prevent problems arising from deeper cultural issues (Department of Defence (Australia) 2012c, 8). This perhaps represents a cultural bias in Defence towards seeking bureaucratic and procedural solutions that have easily measurable outcomes and are pleasing to politicians. Effecting lasting change to the informal ADF sub-cultures is likely to require a more engaging approach for which measures of effectiveness may not be as readily available.

### Unexpected Findings

The most unexpected finding of the study is how closely many of the processes used in conducting the reviews reflected a systems-based approach. Upon initial reading of the reviews, evidence of a systems-based approach was not immediately evident. However, a more detailed analysis identified many of the activities espoused by systems-based approach theorists. An equally unexpected finding was that the area in which the greatest divergence from a systems-based approach occurs was not in failing to identify all the stakeholders and their different values that influence sub-cultural norms but, rather, in building a full understanding of the different worldviews and in facilitating structured discussions to identify and implement outcomes that are widely acceptable and in alignment with differing informal cultural values. This finding presents



an opportunity for the ADF to act as it indicates that, collectively, the reviews have already completed the time-consuming process of identifying and understanding the problematic situation. This offers a strong position from which the ADF can more fully implement a systems-based approach to changing its culture.

### Recommendations

Recommendations are presented for further research, as a reflection upon the research methodology and topic, and as recommendations for actions by the ADF.

#### Recommendations for Further Research

The opportunities for further research are extensive given the complex cultural elements of an organization as large as the ADF and the vast amount of theory on cultural change available to examine these elements. This study identified seven areas where further research would be of significant worth to the body of knowledge on culture change in the ADF.

The first research recommendation is the conduct of a comparative analysis to investigate if *Pathway to Change* is employing significantly different methods to seek cultural change than previous ADF programs and policies. Such an investigation should seek to establish if differences exist in the quantity or nature of content of policies applied to encourage cultural change.

Second, research is recommended to examine if *Pathway to Change*, or a specific element of this program, is employing the principles of John Kotter's "Eight-Stage Process of Creating Major Change" (Kotter 1996). This process has a well-established

record for facilitating effective cultural change. Such research would provide further insight into whether ADF policy reflects “best practice.”

Third, while this study has examined the nature of ADF cultural change policy as it is expressed in the *Pathway to Change* program, there may be value in conducting similar research to assess new policies and approaches as they are released. Such research could examine updates to, or audits of, the *Pathway to Change* program to determine if the ADF’s approach to cultural change is evolving towards more fully addressing informal elements of its culture or more fully adopting a systems-based approach.

Fourth, the ADF should invite and support long-term academic research of specific sub-cultures in the ADF. Such research could broadly inform ongoing attempts to understand ADF culture and sub-cultures.

Fifth, research should be conducted into the effectiveness of the McKinsey methodology (shown as figure 4) that was used in the *Review of the Defence Force Accountability Framework*. Such research would best be conducted by long-term observation of the results of practical application of this methodology in selected ADF sub-cultures.

Sixth, research could investigate the amount of effort needed to change informal elements of military sub-cultures. Such research should aim to identify if a “tipping point” exists.

Seventh, ADF cultural change policies could be further analyzed by applying qualitative instead of quantitative measures. Such research should aim to identify if a small number of significant actions are sufficient to influence informal culture.

## Reflections on Topic and Methodology

The primary and secondary research questions were revised several times during the conduct of this study. Revisions to the questions occurred as the nature of culture change theory became more apparent to the author. Each revision of the research questions focused the thesis upon addressing a narrower and more defined set of questions. The main lesson learnt regarding research methodology during this process was the value of a well-defined method for creating quantitative data for later consideration.

## Recommendations for ADF Action

This study has identified several issues that deserve attention by those committed to enhancing ethical conduct by transforming ADF culture or sub-cultures. Some areas of concern over individual policy or elements of culture are identified in the body of this report. However, the recommendations proposed below remain intentionally generic. They are offered to provide insights into the means of leading cultural change so that they aid those charged with stewardship of ADF culture in the ongoing endeavor for improvement.

While this study has identified weaknesses in the implementation of the *Pathway to Change* program, it is critical that the ADF persists with and modifies the program. In its current form it is effectively driving changes that address many formal elements of ADF culture. It has greatly enhanced the organization's understanding of its culture and the informal elements of culture that need to be aligned with its formal policies and values. The conduct of the *Pathway to Change* program to date has placed the ADF in a strong position from which it can readily focus on addressing informal elements of its

culture. It is recommended that in the ongoing conduct of the *Pathway to Change* program, greater emphasis be applied to addressing informal elements of culture.

With the notable exception of Major General Orme's report, the reviews commissioned to inform *Pathway to Change* tended to focus on single issues and have been conducted by people outside of the ADF. These reports proved valuable in that they highlighted important issues and that their independent nature allowed them to identify some ideas that may not have been readily seen from within the organization. Conducting reviews in this manner, however, may also have contributed to a bias towards bureaucratic and procedural solutions that do not consider ADF culture in its full complexity. The conduct of *Pathway to Change* should now be more fully led by ADF leadership, particularly in the development of policies for implementation. In his work on avoiding errors when solving complex problems, Dietrich Dorner argues that there is more value in broadly defining a problem and enabling subordinates to find solutions rather than relying on eminent "independent advisors" who can make problems harder to solve by adding to the complexity of the problem (Dorner 1996, 161).

Dorner's argument suggests that *Pathway to Change* may be better implemented through a decentralized approach and is worthy of consideration. Such an approach would require the ADF's senior leadership to provide a clearly defined statement of intent to the organization and then allow subordinate commanders the time, space and resources to develop and implement ways to achieve this intent. There would also need to be a willingness to accept short-term risk, as some areas are likely to progress better than others. An approach of this nature has the benefit of allowing ADF senior leadership,

through *Pathway to Change*, to continue to address predominantly formal aspects of ADF culture, while enabling subordinate commanders to address informal elements of culture.

The *Pathway to Change* review was restricted in its ability to develop comprehensive policy, because it drew all of its recommendations from its supporting reports. It did not develop any of its own recommendations for implementation. Overall, this study shows that the reports produced recommendations that addressed predominantly formal elements of culture. Nonetheless, they have also provided quality information on the informal cultures within the ADF that can be used to inform the development of plans to improve this culture. While narrowly focused reviews should continue to be used to inform planning, in future it would be prudent to develop comprehensive recommendations after considering the broader situation, instead of simply applying the findings of the many narrowly focused reports.

As systems-based methodologies have been shown to be an effective means of developing and implementing cultural change, this study recommends that the ADF invest in developing models for systems-based approaches to addressing issues. Such models should be taught to those involved in developing culture change policy. This education should include officers and non-commissioned officers at unit level so that the issue can be addressed in a decentralized manner.

At least to begin with, the implementation of such programs will require the support of highly-qualified cultural change experts. These experts should be engaged to support members of the ADF in the process of developing measures to evolve sub-cultures. Soft Systems Methodology offers a proven method with which experts could assist in facilitating such change at unit level.

It is recommended that Major General Orme's Australian Profession of Arms concept be reconsidered for implementation. Of all the recommendations made in *Pathway to Change* it most broadly defines a means to approach reform of the informal norms and values of ADF culture in offering an alternative narrative with which to engage with the differing opinions and values within the organization to seek to build consensus.

Finally, this study recommends that ADF leadership accept that genuine changes to ADF culture is likely to take significantly longer than the five-year timeframe expressed in *Pathway to Change*. While this timeframe may have been adopted to create a sense of urgency for change, it is unlikely that sustainable change to the informal cultures in the ADF can occur this quickly. Taking such a short-term view to cultural change may bias actions towards focusing on the implementation of bureaucratic and procedural measures rather than impacting on informal culture. Taking a longer-term and more incremental approach to cultural change would allow the ADF to more evenly address both formal and informal elements of its culture.

### Summary and Conclusions

This study has investigated if *Pathway to Change*—ADF's current cultural change program—is effectively addressing both formal and informal elements of its culture. It has examined the theoretical work on organization cultural change, and shown that the weight of expert opinion supports the need to concurrently address both formal and informal element of an organization's culture to implement effective and lasting change. It has also shown the application of a systems-based methodology in pursuing cultural

change to be a well-proven method to effectively develop and implement changes to both the formal and informal elements of an organization's culture.

The study has found that the recommendations to achieve cultural change that are presented in *Pathway to Change* predominantly address formal elements of the ADF's culture, and that only 15 percent of the presented recommendations address informal elements of culture. This study identified strong indications that the ADF's cultural change program is not effectively addressing informal elements of the organization's culture. Given that established culture change theory shows that change to both formal and informal elements of an organization's culture is required to realize significant and lasting change, the ADF's *Pathway to Change* program appears unlikely to significantly improve the ADF's ethical behavior, unless it more comprehensively addresses the informal elements of its culture.

APPENDIX A

SELECT LIST OF ADF REPORTS, REVIEWS, INQUIRIES, AND  
INVESTIGATIONS REGARDING CULTURE CHANGE

*Pathway to Change: Evolving Defence Culture: A Strategy for Culture Change and Reinforcement: Response to the Defence Culture Reviews and Reform Direction.* March 2012.

Directly Informing Pathway to Change

*Beyond Compliance: Professionalism, Trust and Capability in the Australian Profession of Arms: Report of the Australian Defence Force Personal Conduct Review.* 2011.

*The Use of Alcohol in the Defence Force: Report of the Independent Advisory Panel on Alcohol.* 2011.

Review of Social Media and Defence

*Review of the Management of Incidents and Complaints in Defence including Civil and Military Jurisdiction.* 2011.

*Review into the treatment of Women at ADFA.* 2011.

*Review of the treatment of Women in the ADF.* 2012.

*Review of Employment Pathways for APS Women.* 201.

*DLA Piper–Review of Allegations.* 2011/2012.

*Review of Defence Force Accountability Framework.* 2011.

Other

*Report of the Review of the Australian Defence Force Academy Military Organisation and Culture.* 2009.

*Report of an Audit of the Australian Defence Force Investigative Capability.* 2006.

*Rough Justice? An investigation into allegations of brutality in the army's parachute battalion.* 2002.

*Report of an Inquiry into Military Justice in the Australian Defence Force.* 2001.

*Review into Policies and Practices to Deal with Sexual Harassment and Sexual Offences at the Australian Defence Force Academy.* 1998.



*Report of an Investigation into allegations of initiation practices, physical violence and bullying at HMAS LEEUWIN and on board HMAS SYDNEY. 1971.*

*Committee of Enquiring into the Royal Military College. 1970.*

Note: The list of previous reviews is by no means complete. It was compiled by the author as reviews were discovered during research. It is included to illustrate the quantity of reviews that have been conducted, and as an aid to future researchers.

## APPENDIX B

### SELECT EXAMPLES OF METHODOLOGY OF SECONDARY RESEARCH

#### QUESTION 1A

##### Example 1–Recommendation addressing **formal** element of Culture

The following recommendation from the Earley Review is assessed to address formal elements of culture: “3. Information on grievance processes should be included in annual unit induction training using the IGADF Military Justice Awareness Briefing Package, or something similar, as a model.”

It is assessed to be address formal element of culture because it focuses on changing orientation or ongoing training. Trevino and Nelson’s multisystem ethical framework defines this as an element of formal culture.

##### Example 2–Recommendation addressing **formal and informal** elements of Culture

The following recommendation from the Earley Review is assessed to address both formal and informal elements of culture: “22. Defence’s administrative policies should be amended to provide for administrative suspension from duty, including the circumstances in which a Commander may suspend an ADF member and the conditions which may be imposed on the suspended member.”

It is assessed to address formal elements of culture because it recommends a change to a policy. The multisystem ethical framework defines this as an element of formal culture.

It is assessed to address informal elements of culture because the recommendation will allow a commander to more quickly remove a soldier from the work place who has displayed unacceptable behavior. This will allow a change to the current norms in units. The multisystem ethical framework defines this as an element of informal culture.

##### Example 3–Recommendation addressing **informal** element of Culture

The following recommendation from the McGregor Review is assessed to address formal elements of culture: “1.4. Deliver unconscious bias experiential training to the Senior Leadership Group.”

It is assessed to address an informal element of culture because it aims to assist commanders to overcome their cultural bias and alter the way they make decisions. This is assessed as being aimed to address the norms of the organization. Trevino and Nelson’s multisystem ethical framework defines this as an element of informal culture.

Is any man afraid of change? Why what can take place without change? What then is more pleasing or more suitable to the universal nature?

— Marcus Aurelius, *Meditations*

## REFERENCE LIST

- ABC News. 2013. HMAS Ballarat sailors removed as defence investigates after hazing sexual assault claims. November 11. <http://www.abc.net.au/news/2013-11-10/sailors-removed-from-hmas-ballarat-as-sexual-assault-probe-cont/5081902> (accessed November 11, 2013).
- Aesch, Mark. 2011. *Driving excellence: Transform your organization's culture and achieve revolutionary results*. New York: Hyperion.
- Aiton, Doug. 2010. Historian takes cover off bad eggs in the first world war: A minority report. *Geelong Advertiser*, September 9: 25.
- Ashkanasay, Neal M., Celeste P. M. Wilderom, and Mark F. Peterson. eds. 2011. *The handbook of organizational culture and climate*. 2nd ed. Thousand Oaks, CA: SAGE.
- Australian Human Rights Commission. 2011. *Report on the review of the treatment of women at the Australian Defence Force Academy: Phase 1 of the review into the treatment of women in the Australian Defence Force*. Canberra: Paragon Printers.
- . 2012. *Review into the treatment of women in the Australian Defence Force: Phase 2*. Sydney: Australian Human Rights Commission.
- . 2013. *Review into the treatment of women at the Australian Defence Force Academy*. Audit Report 2013. Canberra: Paragon Printers.
- Bacevich, A. J. 1993. Military culture and effectiveness. *Society* (November/December): 43-47.
- Barton, John, Merrelyn Emery, Robert Louis Flood, John W Selsky, and Eric Wolstenholme. 2004. A maturing of systems thinking? Evidence from three perspectives. *Systemic Practice and Action Research* 17, no. 1 (February): 3-36.
- Bertalanffy, Ludwig von. 1969. *General system theory*. New York: George Braziller.
- Black, Rufus. 2011. *Review of defence force accountability framework*. Canberra: Department of Defence (Australia).
- Bloor, Geoffrey, and Partrick Dawson. 1994. Understanding professional culture in organizational context. *Organization Studies* 15, no. 2 (March): 275-295.
- Box, Dan. 2013. Second sex scandal dogs cadet. *The Australian*, July 1.
- Brown, James. 2013. Fifty shades of grey: Officer culture in the Australian Army. *Australian Army Journal* X, no. 3: 244-254.

- Buffalo News. 2012. Military culture must change. March 26: 6.
- Burke, W. Warner. 2011. *Organization change: Theory and practice*. Thousand Oaks, CA: SAGE.
- Burke, W. Warner, Dale G Lake, and Jill Waymire Paine. eds. 2009. *Organisational change: A comprehensive guide*. San Francisco, CA: Jossey-Bass.
- Caligari, Major General John. 2011. The adaptive army post-Afghanistan. *Security Challenges* 7, no. 2 (Winter): 1-6.
- Cameron, Kim S., and Robert E. Quinn. 2011. *Diagnosing and changing organizational culture based on the competing values framework*. 3rd ed. San Francisco, CA: Jossey-Bass.
- Campbell, Angus, Corinne Manning, and Paul Nothard. 2013. Securing army's future: enhancing career management. *Australian Army Journal* X, no. 3: 142-157.
- Canadian Army. 2002. *Canadian Army leadership in the 21st century*. Report on the Army Futures Seminar-Leadership. Kingston: National Defence.
- Checkland, Peter. 2002. Soft systems methodology. In *Rational Analysis for a Problematic World Revisited: Problem Structuring Methods for Complexity, Uncertainty and Conflict*, ed. Johathan Rosenhead and John Mingers, 61-90. Sussex: Wiley & Sons.
- . 1984. *Systems thinking, systems practice*. Bath, Avon: The Pitman Press.
- Checkland, Peter, and John Poulter. 2006. *Learning for action: A short definitive account of soft systems methodology and its use for practitioners, teachers and students*. Chichester: John Wiley & Sons.
- . 2010. Soft systems methodology. In *Systems Approaches to Managing Change: A Practical Guide*, ed. Martin Reynolds and Sue Holwell, 191-242. London: Springer.
- Chief of Army (Australia). 2011. *CA Directive 20/11: Strategic reform program-roadmap 3 implementation in army*. Canberra: Australian Army.
- Chief of the Defence Force (Australia). 2013. *Pathways to change anniversary*. Letter, Department of Defence, Australian Government. Canberra: Department of Defence (Australia).
- Collins, James C., and Jerry I. Porras. 2002. *Built to last: Successful habits of visionary companies*. New York: Harper Collins.
- Cullens, Jamie. 2009. ADF military ethics: Quo vadis? *ADF Health* 10, no. 1: 4-7.

- Cummings, Thomas G., and Christopher G. Worley. n.d.. *Organizational development and change*. 9th ed. Mason, OH: Cengage Learning.
- Department of Defence (Australia). 2013. *Progress report for the cultural reform steering committee of 10 October 2013: Implementation of pathway to change*. Canberra: Department of Defence (Australia).
- . 2012a. *Defence attitude survey 2012 summary of results*. Canberra: Department of Defence (Australia).
- . 2012b. *Pathway to change: Implementation strategy*. Canberra: Department of Defence (Australia), 22 November.
- . 2012c. *Pathway to Change: Evolving defence culture*. Canberra: Department of Defence (Australia).
- . 2012d. *Pathway to Change: Implementation of pathways key actions and defence review recommendations*. Canberra: Department of Defence (Australia).
- . 2012e. *Removal of gender restrictions on Australian Defence Force combat role employment categories*. Department of Defence (Australia).
- . 2011a. *Army cultural awareness learning matrix*. Canberra: Department of Defence (Australia).
- . 2011b. *Review of the management of incidents and complaints in defence including civil and military jurisdiction*. Report by the Inspector General Australian Defence Force. Canberra: Department of Defence (Australia).
- . 2011c. *The army modernisation handbook 2011*. Canberra: Australian Army.
- . 2011d. *The review of employment for APS women in the Department of Defence*. Canberra: Department of Defence (Australia).
- . 2011e. *The use of alcohol in the Australian Defence Force: Report by the independent advisory panel on alcohol*. Canberra: Department of Defence (Australia).
- . 2010. *The strategic reform program: Making it happen*. Canberra: Department of Defence (Australia).
- . 2009a. *Army's future land operating concept*. Canberra: Department of Defence (Australia).
- . 2009b. *Defence attitude survey 2008*. Canberra: Department of Defence (Australia).

- . 1998. *Land Warfare Doctrine 1: The fundamentals of land warfare*. Canberra: Department of Defence (Australia).
- Dorner, Dietrich. 1996. *The logic of failure: Recognizing and avoiding error in complex situations*. Translated by Rita Kimber and Robert Kimber. New York: Metropolitan Books.
- Dunivin, Karen O. 1997. Maxwell Paper No. 10, *Military culture: A paradigm shift?* Maxwell Air Force Base, AL: Air War College.
- . 1994. Military culture: change and continuity. *Armed Forces and Society* 20, no. 4 (Summer): 531-547.
- Elm, Dawn R. 2010. Review of *Managing business ethics: Straight talk about how to do it right*, by L. K. Trevino and K. A., Nelson, *Journal of Business Ethics* 7: 239-242.
- Evans, Hannah. 2013. Steyrs and Sheilas: The modern role of women in the Australian Army. *Australian Army Journal* X, no. 3: 41-57.
- Evans, Michael. 2010. Stoic philosophy and the profession of arms. *Quadrant Online Magazine*. January/February. <http://www.quadrant.org.au/magazine/issue/2010/1-2/stoic-philosophy-and-the-profession-of-arms> (accessed April 2, 2013).
- Evans, Richard. 2013. Hazing in the ADF: A culture of denial? *Australian Army Journal* X, no. 3: 113-127.
- Fernandez, Sergio, and Hal G. Rainey. 2006. Managing successful organizational change in the public sector. *Public Administration Review* (April): 168-176.
- Fidock, Justin, and Steven Talbot. 2008. *Assessing organisational culture in a group context using the organisational culture profile*. Canberra: Department of Defence.
- French, Shannon E. 2005. *The code of the warrior: Exploring warrior values past and present*. Lanham, MD: Rowman & Littlefield.
- Funnell, R. G., Air Commodore. 1980. The professional military officer in Australia: A direction for the future. *Defence Force Journal* (July/August): 23-39.
- George Patterson Y&R. 2011. *Review of social media and defence*. Canberra: Department of Defence (Australia).
- Hofstede, Geert, Gert Jan Hofstede, and Michael Minkov. 2010. *Cultures and organizations: Intercultural cooperation and its importance for survival*. 3rd ed. New York: McGraw Hill.

- Hoglin, Phillip. 2013. Religious diversity in the Australian Army: The next diversity frontier? *Australian Army Journal* X, no. 3: 79-96.
- Horner, David. 2002. Towards a philosophy of Australian command. Paper, Strategic and Defence Studies Centre, Australian National University, Canberra.
- Hughes, Richard. 2013. On the culture of the Australian Army. *Australian Army Journal* X, no. 3: 226-243.
- Jans, Nick, and Judy Frazer-Jans. 2009. Still the pragmatic professional? pre- and post-9/11 professional orientation in the Australian Military. *Armed Forces and Society* 35: 241-265.
- Jennings, Christian, and Adrian Weale. 1996. *Green-eyed boys: 3 para and the battle for Mount Longdon*. London, UK: Harper Collins.
- John, Anthony. 2013. From institution to occupation: Australian Army culture in transition. *Australian Army Journal* X, no. 3: 187-201.
- Kelly, Jeffery. 2008. Resistance to organizational cultural change in the military-A JFO case study. Masters Thesis, US Army War College, Carlisle Barracks, PA.
- Keogh, E. G. 1965. The study of military history. *Australian Army Journal* (January): 5-19.
- King, Rick T. 2008. Army transformation: A cultural change. Masters Thesis, US Army War College, Carlisle Barracks, PA.
- Knight, Charles. 2013. Sexuality, cohesion, masculinity and combat motivation: Designing personnel policy to sustain capability. *Australian Army Journal* X, no. 3: 79-98.
- Kotter, John P. 2008. *A sense of urgency*. Boston, MA: Harvard Business Review Press.
- . 1996. *Leading change*. Boston, MA: Harvard Business School Press.
- Kotter, John P., and Dan S. Cohen. 2002. *The heart of change: Real-life stories of how people change their organizations*. Boston, MA: Harvard Business Review Press.
- Kotter, John, and Holger Rathgeber. 2005. *Our iceberg is melting: Changing and succeeding under any conditions*. New York: St. Martin's Press.
- Kotter, John P., and Lorne A. Whitehead. 2010. *Buy in*. Boston, MA: Harvard Business Review Press.



- Lake, Marilyn. 2011. Review of *Bad characters: Sex, crime, mutiny, murder and the Australian Imperial Force*, by Peter Stanley, *Journal of the Royal Australian Historical Society* 97, no. 1 (June): 101.
- Lewis, Laurie K. 2011. *Organizational change: Creating change through strategic communications*. West Sussex: Blackwell.
- Lopez, Dominic. 2013. Brothers and sisters in arms: Experiences of gay soldiers in the Australian Army. *Australian Army Journal* X, no. 3: 213-225.
- Mansford, George. 1999. *The mad Galahs*. Gordonvale, QLD: Merino Harding.
- . 1994. *Junior leadership on the battlefield*. Canberra: Australian Army.
- McKay, Gary. 1998. *In good company: One man's war in Vietnam*. Crows Nest, NSW: Allen & Unwin.
- Mingers, John. 2002. Multimethodology-mixing and matching methods. In *Rational Analysis for a Problematic World Revisited: Problem Structuring Methods for Complexity, Uncertainty and Conflict*, ed. Jonathan Rosenhead and John Mingers, 311-336. West Sussex: Wiley and Son.
- Morrison, David. 2013a. Chief of Army forward. *Australian Army Journal*, Special Culture Addition (Winter) 2013, X, no. 2: 5-7.
- . 2013b. Chief of Army video address to Australian Army. June 21. <http://www.army.gov.au/Our-work/Speeches-and-transcripts/Message-from-the-Chief-of-Army> (accessed July 16, 2013).
- . 2013c. Respect-the fourth value remarks. Speech. Townsville, QLD, July 4.
- . 2013d. Speech: Chief of Army press conference. Canberra, ACT: Department of Defence, June 13.
- Orme, Major General C. W. 2011. *Beyond compliance: Professionalism, trust and capability in the Australian profession of arms: Report of the ADF personal conduct review*. Canberra: Department of Defence.
- Osborne, Stephen (Group Captain). 2009. Australian Defence Force strategic leaders and change management. Academic Paper, Center for Defence and Strategic Studies, Canberra.
- O'Toole, James. 1995. *Leading change: Overcoming the ideology of comfort and the tyranny of custom*. San Francisco, CA: Jossey-Bass.

- Palazzo, Albert. 2012. The future of war debate in Australia: Why has there not been one? Has the need for one now arrived? *Australian Defence Force Journal* no. 189: 5-20.
- Parsons, Talcott. 1971. *The systems of modern societies*. Englewood Cliffs, NJ: Prentice-Hall.
- . 1966. *Societies: evolutionary and comparative perspectives*. Englewood Cliffs, NJ: Prentice-Hall.
- Pierce, James G. 2010. Is the organizational culture of the U.S. Army congruent with the professional development of its senior level officer corps? *The Letort Papers*, September.
- Pliskin, N., T. Romm, A. S. Lee, and Y. Weber. 1992. Presumed versus actual organizational culture: Managerial implications for implementation of information systems. *The Computer Journal* 36, no. 2: 143-152.
- Pyoria, Pasi. 2007. Informal organizational culture: The foundation of knowledge workers performance. *Journal of Knowledge Management* 11, no. 3: 16-30.
- Quinn, William J. 2010. Between cultures. *Dissent* 57 (Spring): 32-34.
- Reynolds, Martin, and Sue Holwell. 2010. *Systems approaches to managing change: A practical guide*. London: Springer.
- Rhoden, Clare. 2012. Another perspective on Australian discipline in the Great War: The Egalitarian bargain. *War in History* 19, no. 4 (November): 445-463.
- Schein, Edgar H. 2010. *Organizational culture and leadership*. 4th ed. San Francisco: Jossey-Bass.
- Sekerka, Leslie E., Justin D. McCarthy, and Richard D. Bagozzi. 2011. Developing professional moral courage: Leadership lessons from everyday ethical challenges in today's military. In *Moral Courage in Organizations: Doing the Right Thing at Work*, ed. Debra E Comer and Gina Vega, 130-141. Armonk, NY: M. E. Sharp.
- Senge, Peter M. 2006. *The fifth discipline: The art and practice of the learning organization*. USA: Doubleday.
- Skinner, Kirsty, and Chloe Diggins. 2013. Family friendly army-first class policy, second class implementation. *Australian Army Journal* X, no. 3: 172-187.
- Stanley, Peter. 2010. *Bad characters: Sex, crime, mutiny, murder and the Australian Imperial Force*. Sydney, NSW: Pier 9.

- Talbot, Steven. 2013. Learning to add value: Fostering cultures of effective learning in the Australian Army. *Australian Army Journal* X, no. 3: 158-171.
- Taylor, Mark. 1999. *Dogs are barking*. Queenbeyan, NSW: Irrepressible Press.
- Thomas, Terry, John R. Schermerhorn Jr., and John W. Dierhart. 2004. Strategic leadership of ethical behavior in business. *Academy of Management Executive* 18, no. 2: 56-66.
- Trevino, Linda K., and Katherine A. Nelson. 2004. Developing ethical organizations: ethics as organizational culture. In *Developing Organizations and Leaders*, US Army Command and General Staff College. Fort Leavenworth, KS: US Army Command and General Staff College.
- Trevino, Linda Klebe, and Katherine A. Nelson. 2011. *Managing business ethics: Straight talk about how to do it right*. 5th ed. Westford, MA: Courier Westford.
- Ulrich, Werner, and Martin Reynolds. 2010. Critical systems heuristics. In *Systems Approaches to Managing Change: A Practical Guide*, ed. Martin Reynolds and Sue Holwell, 243-292. London: Springer.
- Wadham, Ben. 2004. Mogan hunts and pig nights: Military masculinities and the making of the arms corps soldier. *Australian Sociological Association*. Adelaide: Flinders University. 1-16.
- Weiner, Yoash. 1988. Forms of value systems: A focus on organizational effectiveness and cultural change and maintenance. *The Academy of Management Review* (October): 534-545.
- Wilson, Peter H. 2008. Defining military culture. *The Journal of Military History* 72 (January): 11-41.
- Wise, Nathan. 2011. In military parlance I suppose we were mutineers: Industrial relations in the Australian Imperial Force during World War I. *Labour History: A Journal of Labour and Social History* 101 (November): 161-176.